

**City of Pawtucket  
Comprehensive Plan  
2003**

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Housing

Economic Development

Natural & Cultural Resources

Open Space & Recreation

Community Services & Facilities

Transportation

Heritage Corridor

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# City of Pawtucket Comprehensive Plan

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## A Short History of Pawtucket, Rhode Island

- Pre 1636 Narragansett, Wampanoag, Niantic, and Pequot Indian tribes inhabit the Rhode Island area.
- 1636 Roger Williams, a minister who is banished from the Massachusetts Bay Colony for theological disagreements, lands on shore of present day Providence. Later, he negotiates purchase of land extending to the falls at Pawtucket. Soon after, other settlements begin in Portsmouth, Newport, and Warwick.
- 1644 English Parliament grants a charter, for the Rhode Island Colony.
- 1671 Joseph Jenks Jr. establishes a forge near the falls of the Blackstone River. He is the first permanent settler in what will be called Pawtucket Village.
- 1675-76 Period known as King Philip War when Indian tribes rebel and destroy many buildings in Rhode Island and SE Massachusetts. The Jenks industrial settlement is eventually rebuilt.
- 1685 Daggett House constructed in what is now Slater Park. Building was restored by Daughters of the American Revolution and is now a museum.
- 1713 A wooden bridge is constructed at the Blackstone River Falls providing an important link in the route from Providence to Boston. Until 1862, the east side of present day Pawtucket is in Rehoboth, Massachusetts, and the west side in North Providence, Rhode Island.
- 1714 A series of dams and trenches are constructed on the Blackstone River to use waterpower for growing industries (Gristmill and Sawmill). Outlying areas are used for farming. The Jenks family businesses produce iron objects, implements, and ships anchors.
- 1772-76 Revolutionary War Period. Pawtucket Village industries produce cannons, muskets, ramrods, and bayonets. Newport is occupied by the British for three years, and shipping is prohibited in Narragansett Bay. Providence merchants sell goods to the Revolutionary forces at considerable profit.
- 1790 Providence merchants have capital available and are seeking to profitably spin cotton yarn. English mill owners withhold information on their successful Arkwright Spinning Process. Samuel Slater, and an English immigrant who was working in a supervisory capacity with The Arkwright System, is hired by Providence merchant Moses Brown to revamp his machinery to duplicate the English process. On November 20, 1790, Slater's shop began to spin yarn full time, and the manufacturing of cotton yarn would soon become a factory based rather than a cottage based industry. Almy and Brown build a mill to Slater's specifications which

opens in 1793, the present Slater Mill. The mill has been reconstructed by the Old Slater Mill Association to its conjectured appearance of about 1835.

- 1808-15 A period of expansion for Cotton Mills in Rhode Island. Mills were generally small and distributed throughout the State. Center of production shifts to present-day towns of Coventry, West Warwick and Warwick using the Pawtuxet River. The Wilkinson Mill, at the Slater Mill Historic Site, is constructed as a combination spinning mill and machine shop.
  
- 1813 Around this date, Boston Financiers begin constructing canals and large mills at northern sites such as Lowell, Massachusetts, Manchester, New Hampshire and Saco, Maine.
  
- 1829 Financial panic results in receivership of many local industries. Samuel Slater's business interests expand to other Rhode Island cities. At this time, Lowell, Massachusetts is being constructed as a major cotton production site.
  
- Approx. 1835 For comparative purposes, around this period in Lowell, Massachusetts had eight major mills employing 7,500 workers; Rhode Island had 116 mills with 8,000 workers. The new mills in Lowell are enormous structures where the entire manufacturing process, from cleaning raw cotton to finished cloth is carried out in one complex.
  
- Later 1830's Steam engine power is first used by Samuel Slater in a large cotton mill in Providence. The location for new cotton mills shift to the coastal areas because it is easier to ship coal and the humidity is ideal for cotton spinning. The steam engine brings reliability and greater productivity to all industrial applications.
  
- 1840's Construction of the Providence and Worcester and Boston and Providence Railroad helps to stimulate the local economy. Of the new industrial plants erected during this period, the majority were located outside the established manufacturing district at the Falls.
  
- 1860's Industrial building shifts to outlying sites. Examples – Conant Thread (Coats & Clark).
  
- 1874 Pawtucket incorporates as a Town using present day boundaries.
  
- 1880 Population – 19,030.
  
- 1886 Pawtucket incorporates as a City.
  
- 1902 The Deborah Cooke Sayles Public Library is given to the City by its first Mayor, Frederick Sayles. After the turn of the century, northern cotton manufacturers face stiff competition from Southern mills.
  
- 1924 Slater Mill is purchased by the Old Slater Mill Association for preservation as a historic landmark.

1927	First Zoning Ordinance is approved.
1930's	During the 1930's, the cotton textile industry gradually declines throughout the Blackstone River Valley.
1950	Population high of 81,436 persons.
1951	New City Charter approved making Pawtucket a home rule City which reduces the necessity of the State Legislature approving minor administrative matter. The Charter provided a basis for full-time professional government and strong Mayor - City Council form of government.
1955	City Planning Commission is appointed under the new City Charter.
1958-63	I-95 is built through Pawtucket, providing access to a major highway interstate system.
1961	First Master Plan adopted. The Pawtucket Redevelopment Agency is established.
1965	Slater Urban Renewal Project is initiated.
1968	Pawtucket receives Model Cities Planning Grant.
1970	Population – 76,984.
1971	Slater Mill historic restoration is completed. Pawtucket celebrates its tricentennial.
1975	Community Development Program is initiated. Slater Urban Renewal project is completed and closed out by HUD.
1976	National Bicentennial is celebrated.
1977	HUD awards Pawtucket \$5.9 million Urban Development Action Grant to purchase land in Pawtucket and East Providence for conversion to an Industrial Park.
1978	Slater Park Carousel is reopened after extensive restoration. Construction starts on Pawtucket Plaza.
1980	Population – 71,204. Pawtucket Plaza is dedicated.
1982	First annual Oktoberfest is held.
1983	Renovated Slater Park Zoo is opened.
1986	Pawtucket celebrates centennial as a City.
1990	Population – 72,644. The first increase in population since 1950.

- 1991 Preparation of the Pawtucket Comprehensive Plan replacing the last plan prepared in 1965.
- 1995 Comprehensive Plan approved by the State of Rhode Island and is effective until 2000.
- 1998 Pawtucket establishes an Arts and Entertainment district, offering a sales tax exemption for artwork sold within the district.
- 2000 Population – 72,958.
- 2003 Updated Comprehensive Plan is submitted to the State of Rhode Island for approval.



## Introduction

### Overview

The Comprehensive Plan is a broad statement for the future physical and cultural development of our community. The principal components of the plan address the uses of our land, water, and natural resources, how we should develop our human resources, and how we should utilize the assets we already have such as our historic places, our parks and schools, our streets and highways, our industry and our housing. Typically such plans are prepared to accommodate a twenty-year time frame because many goals and objectives cannot be achieved immediately. It takes a significant amount of time and resources to plan for the environmental impacts, design and construction of many of the changes proposed in this plan.

Comprehensive Plans are not meant to be static documents, and to ensure that they are viable, the following three conditions must be met: (1) the plan must reflect true community-wide interests; (2) it must look not just to the end of a twenty year time frame, it must also have milestones along the way to enable the assembly of a final product over a period of time; and (3) the plan must be reviewed and kept up to date every five years, as mandated by Rhode Island law.

The Rhode Island General Assembly enacted the Rhode Island Comprehensive Planning and Land Use Regulation Act (General Laws, Section 45-22.2) in 1988. The general requirements of the state enabling legislation allows each municipality to prepare a plan unique to its community's needs, but it must be set within the overall State Goals and Policies as well as regional and municipal needs. Also, each plan must be prepared through a process that facilitates public participation during plan development and results in plan adoption by local planning commissions and city councils, and acceptance by the State of Rhode Island.

Once adopted, the plan must be updated every five years and the local zoning ordinance must be brought into compliance with the future land use elements of the plan within 18 months. The community can adopt two plan amendments per year and each amendment may effect multiple changes to the plan. These procedures and requirements are intended to keep the plan responsive to changing community needs while maintaining a rational process for decision-making.

### Plan Organization

The Rhode Island Comprehensive Planning and Land Use Regulation Act of 1988 requires the development and adoption of nine plan elements. Seven of these elements are for specific functional attributes of the community, while one element is oriented to the community goals and policies that will govern the future growth and development and the ninth element addresses the implementation program that has been designed to put the plan's objectives into place. The seven functional elements are arranged in this plan as seven separate chapters covering the following specific aspects of the community:

- Land Use
- Housing
- Economic Development
- Natural and Cultural Resources

- Open Space and Recreation
- Community Services and Facilities
- Transportation

Within each element, goals and policies are set forth along with supporting text and graphics. This is consistent with the guidelines established by the State.

Plan implementation, the ninth element mandated by the state enabling legislation is also contained with the individual chapters on the functional elements. The implementation program covers a minimum of five years and assigns responsibility for implementation.

Because of Pawtucket's place in the Blackstone River Valley National Heritage Corridor, a special chapter has been included as a functional element. This chapter has been adapted from work prepared by the Blackstone River Valley Heritage Corridor Commission.

### **Plan Development**

During the period January 2002 – June 2003, the Department of Planning and Redevelopment worked together with other City Departments and Commission to review the previous plan, make updates, and look towards the future.

A public workshop on the plan was conducted on July 15, 2003 and July 22, 2003 and all updated elements of the plan were made available to the public for review and comment at the Pawtucket Public Library and the Department of Planning and Redevelopment from June 24, 2003 – July 22, 2003. Their comments in addition to any other comments received in writing were compiled for consideration for plan revisions.

The draft plan was also available at the Pawtucket Public Library, the Department of Planning and Redevelopment, and [www.pawtucketri.com](http://www.pawtucketri.com) from July 22, 2003 – September 10, 2003 for public comment. The Pawtucket City Council held a public hearing on September 10, 2003 and

City of Pawtucket, Rhode Island  
Comprehensive Community Plan

Land Use  
Plan Element 1  
2003

Department of Planning and Redevelopment  
175 Main Street  
Pawtucket, RI 02860



## **Land Use Plan Element 1**

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## **I. Goals, Policies and Actions**

### **Goals**

1. Protect existing residential neighborhoods from undue encroachment of conflicting non-residential uses.
2. Protect existing neighborhoods from increasing housing densities that lead to overcrowding, shortage of available off-street parking and traffic congestion.
3. Protect viable vacant industrial sites for industrial uses. Where industrial lands are no longer viable, consider rezoning to more appropriate uses.
4. Encourage infill development on vacant parcels that reflects the built character of the neighborhood.
5. Control strip commercial development by promoting neighborhood and regional shopping districts.
6. Revitalize downtown with a variety of mixed uses including live-work space, offices, studios, galleries, restaurants and theaters.
7. Protect existing publicly owned open space and recreational areas.
8. Promote and encourage appropriate development along Pawtucket's riverfront including well-designed commercial uses, the reuse of existing, vacant industrial buildings, the creation of public gathering places, and the provision of river access.

### **Policies**

1. Decisions by the Zoning Board of Review and the City Planning Commission that concern changes in land use should be aimed at protecting existing neighborhoods and minimizing conflicting land uses.
2. Decisions by the Zoning Board of Review and the City Planning Commission that concern requests for dimensional variances including increases in residential density, parking relief for both residential and non-residential uses, requests for reduced side yards, front yards and rear yards should consider the cumulative impacts of overcrowding on existing neighborhoods.
3. Decisions by the Zoning Board of Review and the City Planning Commission that concern existing industrial and commercial zones within the City should consider maintaining viable industrial and commercial sites for the future economic growth of the City.
4. Changes in land use as recommended in this plan should be accomplished by the City Council through map revision in the Zoning Ordinance rather than through variances by the Zoning Board of Review.

5. Provide both physical (pedestrian, bicycle and vehicular) and visual access to Pawtucket's rivers.
6. Encourage compatible, well-designed mixed uses along the Blackstone River that will create a distinctive and vibrant waterfront.

### **Actions**

1. Non-residential uses allowed by special use permit in residential zones should have a specific list of criteria that must be met in order to obtain the permit.
2. Residential densities should be reviewed to control excessive overcrowding in city neighborhoods. Specific criteria should be established for allowing increased density in any residential neighborhood over the amount allowed by the Zoning Ordinance.
3. Continue to utilize the existing site plan review ordinance. Consider the expansion of the ordinance to include all development on undersized lots, all residential development over a certain number of units and all commercial development. Also, consider incorporating building design review in the site plan review process.
4. Reduce the number of buildable lots by requiring mergers of parcels where possible to comply with existing zoning.
5. Allow the Planning Commission to grant permission to subdivide lots merged by the Zoning Ordinance in instances where the land area is undersized by no more than 5% of the total needed square footage for the current and proposed uses.
6. Allow the Planning Commission to grant permission to subdivide lots resulting in undersized lots where there are multiple existing primary structures on a single lot and no new building is proposed.
7. Encourage the Tax Assessor and the City Engineering Department to work together to replat all lots which are merged by the Zoning Ordinance. This will help eliminate confusion over the difference between a platted lot and a buildable lot.
8. Continue to encourage appropriate development of Pawtucket's riverfront through the implementation of the Riverfront Development Plan and the enforcement of the Riverfront District Zoning.
9. Continue to encourage the preservation of Pawtucket's historic structures and districts through the maintenance and expansion of the local historic district.
10. Protect, preserve and enhance residential neighborhoods through various types of open space acquisition including easements, purchase of development rights, fee simple and eminent domain.
11. Protect and preserve environmentally sensitive areas through open space acquisition and through sensitive siting of competing land uses. Consider



- various types of acquisition methods, including easements, purchase of development rights, and eminent domain.
12. Maintain an updated file on all brownfield sites and encourage the remediation of these sites, where necessary. Give appropriate consideration to these sites when any type of development is considered in the vicinity.
  13. Accommodate new industrial, commercial, residential and other developments through carefully considered rezoning.
  14. Encourage neighborhood preservation and revitalization efforts through local commercial district revitalization through the use of Community Development Block Grant funds.
  15. Complete the review of tax title parcels and consider appropriate action to achieve the objectives of this plan.
  16. Wherever possible, encourage pedestrian and bicycle links along the riverfront as well as throughout the City.
  17. In accordance with the State of Rhode Island Zoning Enabling Legislation (PL 91-307), amend the City of Pawtucket's Zoning Ordinance, commencing January 1, 2004, or sooner, and completing the process within the prescribed 18 month period.

## **II. Community Profile and Needs Analysis**

### **A. Introduction**

This element of the Comprehensive Plan will examine the distribution of the City's land among the various land use categories including residential, commercial, industrial, public and private recreation, institutional, mixed use, open spaces, and natural and sensitive areas.

Land use is both the determinate of, and a response to, the character of a community. Existing land use patterns are the physical expression of numerous public and private decisions made in the past, and patterns of existing land use have substantial impacts on the rate, location and type of growth that will occur in the future.

Pawtucket is experiencing only slight population growth. Population in Pawtucket had been declining since 1950 and rose just slightly from 72,644 in 1990 to 72,958 in 2000. Pawtucket it projected to have a stable population in the low 70,000's allowing land use policies to concentrate on refinement and redevelopment of existing facilities rather than concentrating on the creation of new infrastructure, which is a necessity in areas that are experiencing dramatic population growth.

Land use considerations are closely related to virtually every other facet of community planning. All of the other elements of the Comprehensive Plan, in some way, relate to land use. The land use plan is a synthesis of land use considerations and many of the recommendations appear elsewhere in this Plan.

Much of Pawtucket's planning and future decision-making revolves around the proper use of manmade and natural resources. Manmade resources include public water and sewer systems, the road network, public and private buildings, parking areas and community facilities. Natural resources such as surface and groundwater, scenic views, clean air, minerals and soils, are no less important to a densely settled City such as Pawtucket than they are to rural towns which have an abundance of natural areas. They present both opportunities and constraints to development, and must be conserved or used with care, so as not to preclude their continued use. Historically, development has shown that some areas are naturally more suitable for a particular use than others. If Pawtucket is to protect its remaining resources and provide the high quality of life that residents expect, its future land use patterns must be balanced to maintain the quality of life that its residents have come to enjoy.

### **B. Historic Land Use Trends**

Pawtucket's geographic area is 8.94 square miles of which .1 square mile is water. Pawtucket, with a population of 72,958 in 2000, has a population density of approximately 8,160 persons per square mile, making it one of the most densely populated municipalities in the state.

The City is located in the northeasterly part of Rhode Island at the head of Narragansett Bay on a relatively flat plain that is penetrated by the valleys of the Blackstone and Moshassuck Rivers. The western half of the City has greater variations in elevation. The predominant surficial materials in the Pawtucket area are sand and gravel deposits laid down by receding glacial ice in pre-historic times. The only natural and physical barriers to the use of land in Pawtucket are excessive slope along the riverbanks and swampy deposits along the Moshassuck River Valley and the Ten Mile River.

The original village was founded in 1671 by an ironworker, Joseph Jenks, Jr. The City's renown, however, is traced from 1791 when Samuel Slater opened the first cotton mill in America just above the Pawtucket Falls. From its beginnings as the first textile manufacturing City in the United States, Pawtucket has developed into a mature City whose people still rely on industry for their livelihood, although that reliance has dropped off significantly over the past decade. Development of the City was undoubtedly influenced strongly by its location on the main route from Providence to Boston and points north. Buildings were concentrated along Main Street and around the Main Street Bridge. The Exchange Street Bridge was added in 1872 and the Division Street Bridge in 1876 to accommodate the expanding community. The Division Street Bridge served as a vital link for north-south travel over U.S. Route 1 until the completion of the Route 95 bridge. Vessels and barges carrying coal and lumber arrived in Pawtucket at the head of the Narragansett Bay by the Seekonk and Pawtucket Rivers long before the automobile had become the dynamic force that it is today.

Pawtucket, Providence, Central Falls, Woonsocket and Newport are considered older central cities and are classified as urban and densely populated. According to the 2000 Census, Pawtucket is the third most densely populated City behind Central Falls and Providence. Although most of the greatest population gains have been seen in the more suburban and rural areas, the older cities still have the largest population and population densities.

### **C. Recent Land Use Trends**

#### **Residential Land**

The residential land use category dominates the City. In 2002, approximately 36 percent of the City's land was used for residential use of some type. This represents a 3 percent decrease in residential land use since 1988. Residential development began during the 18<sup>th</sup> Century around the industrial center of the City at the Main Street Bridge. As commercial and industrial establishments grew out from the center of the City, the ring of residential development expanded further from the center with some bypassing of industrial tracts and wetlands.

Higher density, approximately 24 dwelling units per acre, multi-family residential development is found primarily near the center of the City close to the mills and major transportation routes. Less dense, two-family and single-family residential development on 5,000 square foot lots is generally found to the east and west of the multi-family districts. A somewhat irregular pattern of rectangular blocks formed by city streets and residences covers most of Pawtucket's area.

Approximately 240 acres of residentially zoned land remains vacant. Much of this land is also used as yard space, or may be constrained for development by physical deficiencies such as size, steep slopes or may be adjacent to an incompatible land use such as a highway or heavy industry.

### **Commercial Land**

There were 383 acres of land used for commercial purposes or 6.7 percent of the total area was devoted to commercial uses in 1988. In 2002, this figure rose to 442 acres or 8% of the total land area. Commercial use prior to the 1980's had been increasing. Between 1960 and 1972, commercial land use gained 64 acres and between 1972 and 1977, gained 12 acres. Increases were attributed to the expansion of existing uses, urban renewal and growth of new businesses along Newport Avenue and Armistice Boulevard. Commercial land use is divided into three types.

#### Commercial General

The Commercial General land use category consists of commercial areas that are designated to satisfy the major shopping requirements of residents. Approximately 197 acres are zoned for commercial general and are found throughout the City on major streets. Of the 197 acres zoned for commercial general, only 14.6 acres remain vacant.

#### Commercial Local

This type of land use are areas devoted to limited commercial purposes which are suited to serve the day to day convenience shopping of people living nearby. There are different areas zoned commercial local; however smaller commercial land uses are found throughout the City. There is approximately 38.6 acres zoned CL, only one of which is vacant.

#### Commercial Downtown

The Commercial Downtown district is an area considered the major business district of the City. Land use in this area includes commercial buildings, residential structures, government buildings and other uses.

The largest areas of commercial land are found along major thoroughways in the City such as Smithfield Avenue, Mineral Spring Avenue, Pawtucket Avenue, Lonsdale Avenue, Broadway, Newport Avenue and Armistice Boulevard. Other large commercial areas are found in the downtown area. Other smaller areas of commercial land use are found throughout the City.

### **Industrial Land**

Pawtucket's industry started on the Blackstone River and spread to other parts of the City with the advancement of transportation (railroads) and other technologies. Most of the industrial areas are located adjacent to the three railroad lines that pass through the City. In 1988, there were 532 acres of land used for industrial purposes. This represented 9.3% of the City's area. In 2002, there are 369 acres of land used for industrial purposes, a 30 percent decrease from 1988.

Pawtucket has several large industrial areas and numerous smaller scattered sites within the City. The largest industrial areas are located in the Conant Street Industrial Park and along the George Bennett Industrial Highway. Some vacant industrial land in the City is not ideal for intensive development because of physical restrictions such as slope and site conditions.

Table 1.1, Summary of Land Use Changes, Pawtucket, 1960 - 2000

	1960 (acres)	1977 (acres)	1988 (acres)	2002 (acres)	Percent of Total in 2002	Percent Change 1960-2002
Residential	2,077	2,083	2,120	2,054	36%	- 1.1%
Commercial	338	414	383	442	8%	+ 23.6%
Industrial	489	529	532	369	7%	- 24.6%
Public & Semi-Public	759	890	909	1,086	19%	+ 30%
Railroad & Utility	173	187	181	134	2%	- 22.6%
Streets & Waterbodies	1,182	1,200	1,078	1,158	20%	- 2.1%
Vacant Land	699	414	514	474	8%	- 32.2%
Total	5,717	5,717	5,717	5,717	100%	---

City of Pawtucket, Tax Assessor, 2002

**Public and Semi-Public Land**

Public and semi-public uses are approximately 1,086 acres. All public recreation areas over five acres in size are now zoned Public Open. The City does not anticipate any encroachment from other uses on publicly held open space and recreational areas. Also, because federal funds were used in improving Pawtucket's recreation facilities, encroachment or reuse of an area would require replacing the acreage with elsewhere in the City.

**Railroad and Utility Land**

Pawtucket's three rail lines and two utility systems occupied a total of 181 acres in 1988. In 2002, 134 acres are classified as railroad and utility land.

The Amtrak line between New Haven and Boston runs through the City and there is also a small tract of land used for engineering services and maintenance.

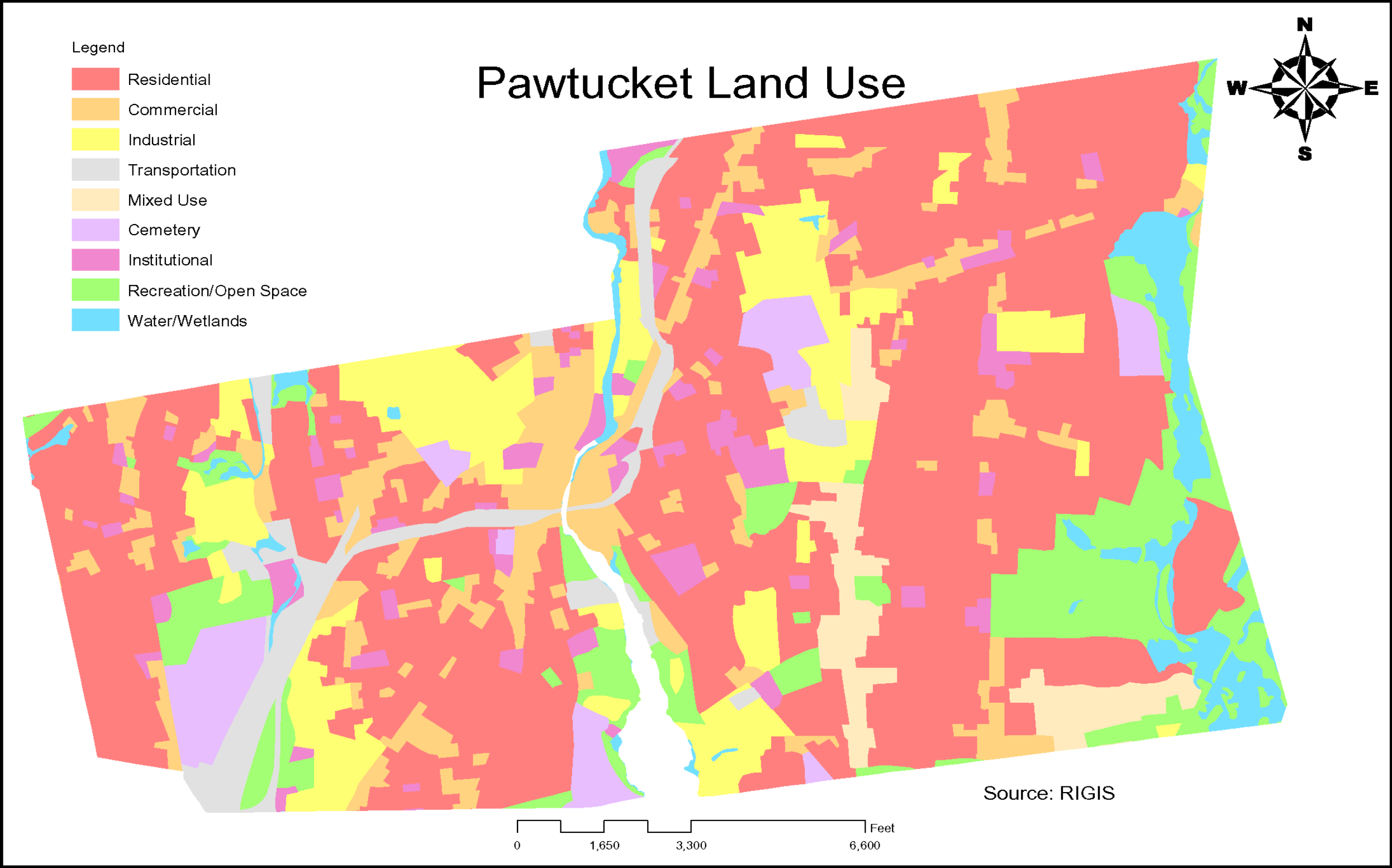
The Providence & Worcester Company operates a short rail line from Pawtucket into Lincoln, Rhode Island. On the eastern side of the City, the Providence & Worcester Railroad tracks utilize the right-of-way of the George Bennett Industrial Highway.

The Narragansett Electric Company and the Valley Gas Company have a substation and gas storage facility in Pawtucket on the west bank of the Seekonk River. The Narragansett Electric Company also occupies various parcels of land in the City to carry transmission lines.

**Vacant Land**

The rate at which vacant land is developed was expected to decrease due to the unsuitability of the remaining land for development purposes. Between 1960 and 1977, 285 acres of vacant land were developed for some type of use. In 1988, 100 acres of vacant land was added. This increase is due to changes in the Narragansett Park area and the reclassification of the property. Between 1988 and 2002, 40 acres of vacant land were developed.









A portion of the remaining vacant land is thought to have environmental constraints, which might prohibit its use for development. Restrictions have been placed on activities such as filling, previously used to make marginal land suitable for development, therefore much of this land may remain vacant. Inadequate lot size is also a constraint to development, as not all vacant platted lots are buildable.

### **Streets and Waterbodies**

There are approximately 1,158 acres of streets and waterbodies. This figure was determined by subtracting the acreage of all other known land uses from the total acreage of the City. This remaining acreage was assumed to consist of streets and waterbodies. There are approximately 64 acres of waterbodies and 106 acres of freshwater wetlands. The wetlands are primarily along the Ten Mile River and the Moshassuck River. Local street right of ways consist of approximately 851 acres and Interstate 95 has approximately 137 acres of land.

Table 1.2, Land Use by Area and Zoning District

Category	Land Use Classification (acres)	Zoning District (acres)	Vacant Land by District (acres)
Residential	2,054	2704.4	239.6
Commercial	442	294.9	19.8
Industrial	369	922.5	139.9
Public Open Space	430	437.6	74.4
Cemetery	162	187.9	-
Total	3,457	4547.3	473.7

City of Pawtucket, Tax Assessor, 2003

## **D. Residential Buildout Analysis**

Every community has a carrying capacity for development. The buildout analysis is a method of determining how much development is feasible in a given area based on the existing land use controls. Theoretically, that capacity is reached when every buildable parcel of land is subdivided so that it satisfies the minimum zoning requirements and is then build on. This analysis assumes that all developable land will be developed over time.

The buildout analysis presents a scenario, based on pre-set assumptions, of the amount and type of development a community can support. The analysis considers existing land use, undeveloped land, and the number of housing units permitted by the Zoning Ordinance.

There are approximately 239.6 acres of residentially zoned land classified as vacant. In theory a total of 1,916 legal lots could be divided from the residentially zoned vacant land in Pawtucket. Of course, some of the smaller lots are not contiguous and therefore do not have enough land area to support a new structure. Also, some of the lots have been merged with the undersized lots with a structure that are contiguous and in common ownership. This also prevents some vacant lots from becoming buildable. Therefore, the actual number of units which might be built in the future on the remaining 239.6 acres of vacant land is likely to be considerably smaller.

Table 1.3, Residential Buildout, Projected Dwelling Units

Zoning District	Acres of Vacant Land	Minimum Lot Size	Project Number of Units
Limited (RL)	4.44	9,000 square feet	19
Single-Family (RS)	98.81	5,000 square feet	790
Two-Family (RT)	76.12	5,000/7,500 square feet	811
Multi-Family (RM)	59.9	5,000/2,000 sq. ft. per unit	1,198
Elevator (RE)	0.31	0	0
<b>Total</b>	<b>239.6</b>		<b>2,818</b>

Department of Planning and Redevelopment, 2002

Based on these figures, Pawtucket's population at buildout capacity would be approximately 79,749 people (2,818 units x 2.41, average household size in Pawtucket according to the 2000 Census). This figure is not a population projection, rather it is intended as useful for determining future service capacity of community facilities. Table 1.4 gives a population projection for Pawtucket as forecasted by Rhode Island Statewide Planning.

Table 1.4, Population Projection, Pawtucket

Year	2000	2005	2010	2015	2020
Population	72,958	70,977	70,019	69,111	68,428

RI Department of Administration, Statewide Planning, 1999

## E. Future Land Use

The future land use plan of Pawtucket is based upon an inventory of existing land use, a review of recent trends, and a projection of future development trends that are most beneficial for the City.

### Proposed Residential Areas

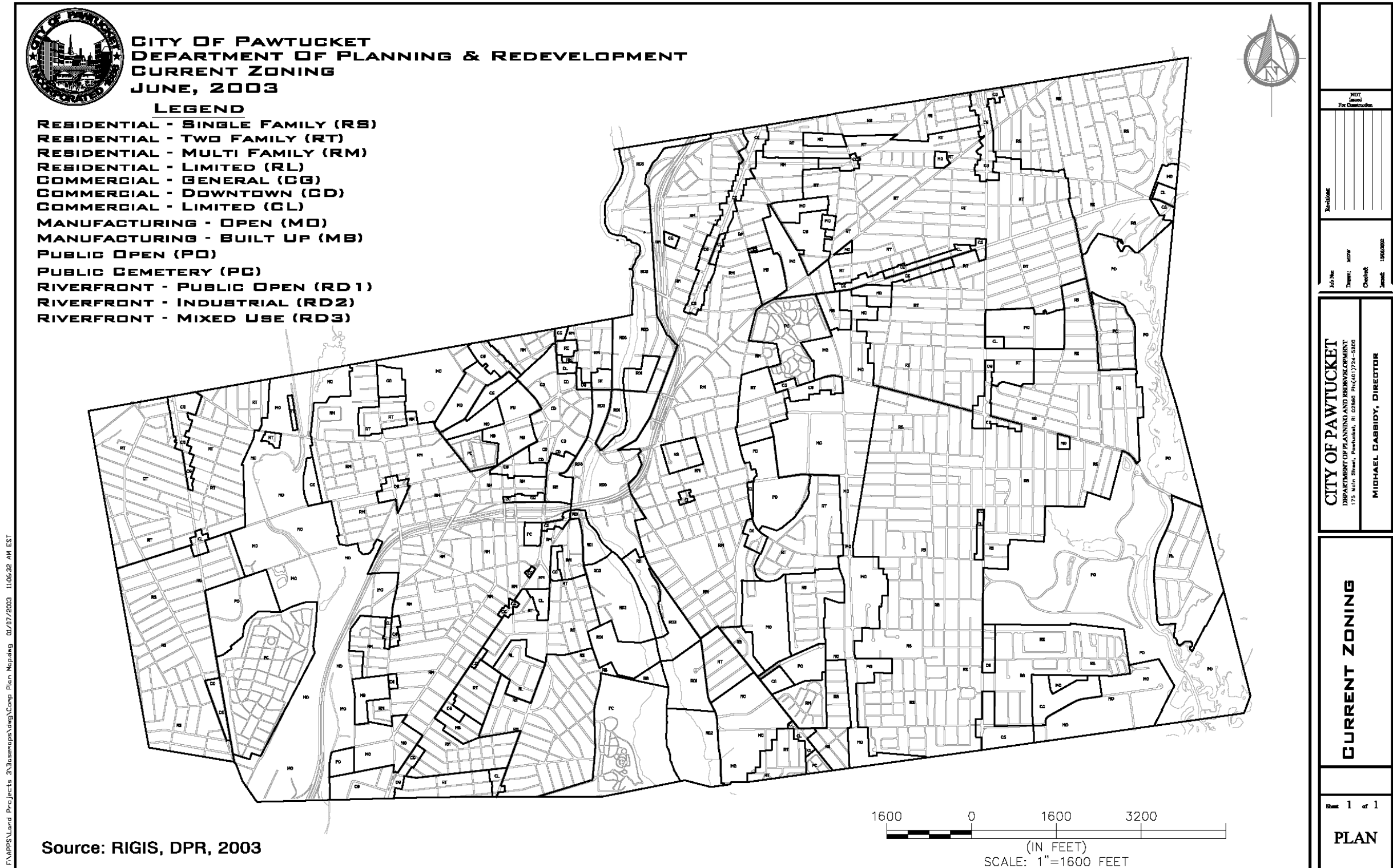
Based upon the character of existing development, the residential areas of the City have been divided into four density classes. Table 1.5 proposes standards and densities for future construction in these areas.

Table 1.5, Residential Density Standards

Dwelling Type	Density Class	Dwelling Units per Acre	Lot Size/Family
Predominately One-Family	Low	8 or less	5,000/One Family
Predominately One and Two Family	Medium/Low	8-12	5,000/One Family 7,500/Two Family
Predominately Two and Three story walk-up apartments	Medium	12-24	5,000/One Family 2,000 per unit
Elevator Apartments	High	24-40	2,000 per unit

Department of Planning and Redevelopment, 2003

Low-density areas include those sections of the City predominantly developed for single-family homes. The proposed standards seek to preserve the character of these areas and to maintain their present densities at approximately 8 dwelling units per acre.



CITY OF PAWTUCKET DEPARTMENT OF PLANNING AND REDEVELOPMENT 175 Main Street, Pawtucket, RI 02860 Ph: (401) 724-5300	
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CURRENT ZONING	
1 of 1	
PLAN	



Medium-low density areas are largely developed for one and two family homes. The proposed standards seek to maintain the character of the existing development.

Medium density areas currently contain a variety of housing types but the predominant type of development is multi-family structures. The standards proposed are more stringent than in the past in order to reduce overcrowding and accommodate increased parking and open space areas.

High-density areas are predominately in the downtown area. As shown in Table 1.4, there are not vacant areas in the downtown to accommodate new high-rise type structures. The only possibility of high-density development is the reuse of existing buildings in the downtown area.

### **Proposed Commercial Areas**

All commercial land in the City will continue to be grouped into three major use categories: local commercial, general commercial and downtown commercial.

Local commercial areas primarily serve local needs for convenience retail services and professional office establishments.

General commercial areas primarily serve citywide needs for retail, services and professional office establishment.

The downtown commercial area is intended to enhance and restore downtown Pawtucket. Development in the downtown allows for retail, restaurants, office activities, artist studios, residences and mixed uses. The ongoing revitalization of the downtown area will draw from all of these use categories to create a desirable place to work, live and conduct business.

### **Proposed Riverfront Development Areas**

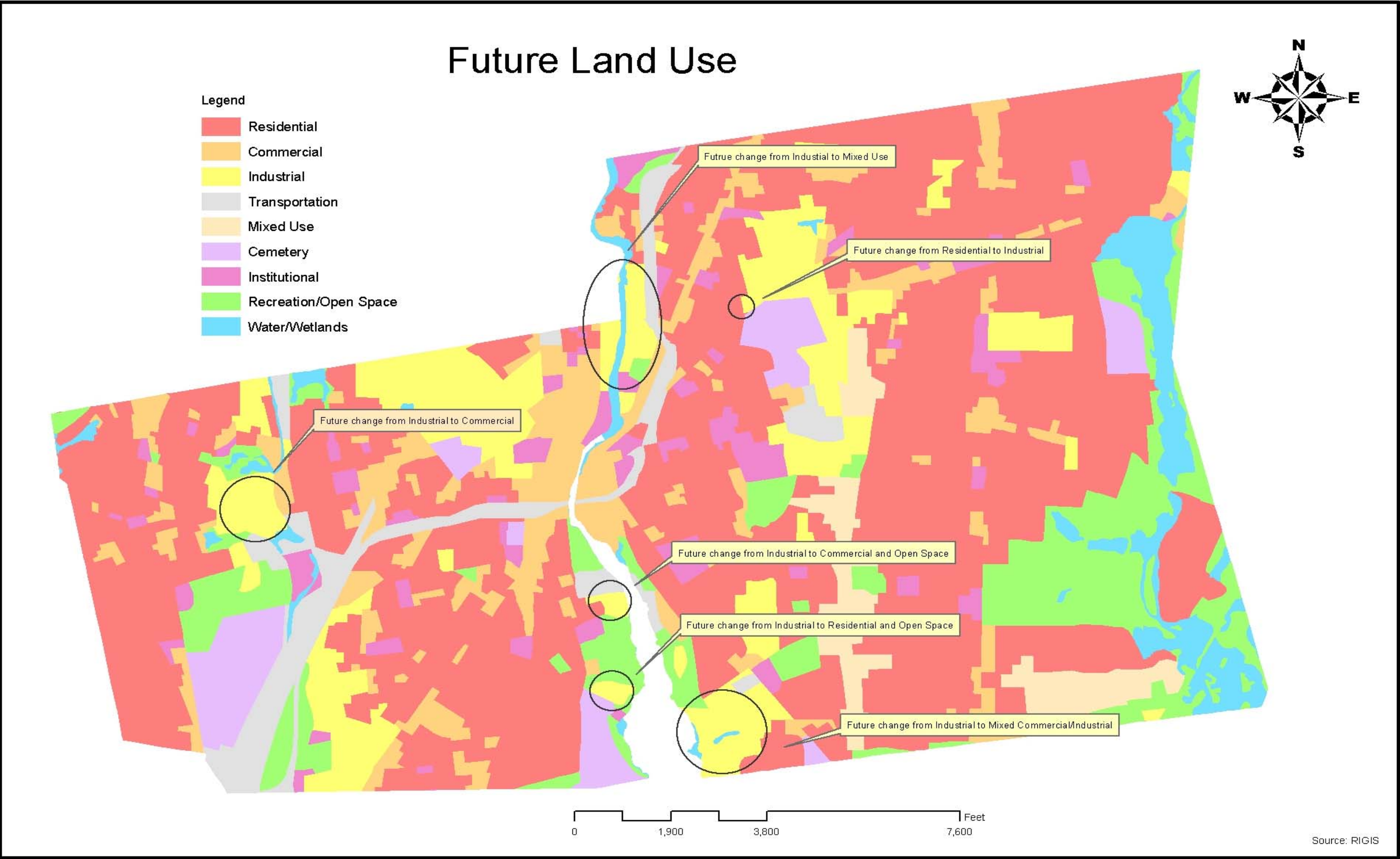
The area along the Blackstone River has been rezoned to attract well-designed, compatible economic development, open space, recreation and residential uses. All new development and redevelopment is subject to design review before the Riverfront Commission. There are three categories of riverfront development areas: Riverfront Public Open, Riverfront Industrial and Riverfront Mixed Use.

The purpose of the Riverfront Public Open District is to promote and preserve public spaces, including parks, riverwalks and public amenities along the Riverfront.

The purpose of the Riverfront Industrial District is to preserve existing industrial uses that are compatible with uses along the river in a manner that protects the river from industrial discharge, including stormwater runoff from large expanses of impervious paving.

The purpose of the Riverfront Mixed Use District is to promote a mix of residential, commercial and light industrial uses that are compatible with uses along the river, including housing and commercial buildings, preserve and adaptively reuse existing mill type structures, promote variations in the siting of structures and amenities and to enhance view corridors to the river.









### **Proposed Industrial Areas**

It is the future plan of the City to retain the existing industrial areas that appropriate and viable. The Zoning Ordinance classifies industrial areas into two types. The first is manufacturing built-up (MB) which consists of established multi-story structures. The second is manufacturing open (MO) which consist of the newer areas with more vacant land.

### **Proposed Recreation and Open Space**

All large public recreation and open space has been designated in the plan and zoned public open for recognition and protection purposes. There are neighborhoods in the City that are in need of small recreation areas. Opportunities to increase recreational areas and open space within the City, especially the most densely developed areas, are constantly being sought.

### **Proposed Public Cemetery**

All public and private cemeteries have been designated for a single use cemetery purposes.

## **F. Land Use Issues and Areas Considered for Zone Changes**

As expected with a City as developed as Pawtucket, there are some discrepancies between current land use and current zoning. Some of these discrepancies do not necessarily warrant a zone change. This is likely to result in a few minor zone changes. For the most part, residential zoning will not be changed. Commercial areas are also likely to remain unchanged, with the exception of a few minor alterations. Industrial areas that are no longer appropriate or utilized will likely be rezoned to a more appropriate use, as was the case in the rezoning of the former Seekonk Lace property from manufacturing to residential. The vacant mill building was on a parcel completely surrounded by single-family homes. It was neither appropriate nor desirable for that neighborhood for its industrial classification to remain.

Table 1.6, Zoning District, Minimum Lot Size

Zoning District	Minimum Lot Size (Square Feet)
Single Family (RL)	9,000
Single Family (RS)	5,000
Single Family (RT)	5,000
Two-Family (RT)	7,500
Single Family (RM)	5,000
Two or Three Family (RM)	6,000
Four or more units (RM)	2,000 per unit
Commercial (CL)	5,000
Commercial (CG)	5,000
Commercial (CD)	5,000
Manufacturing (MO)	20,000
Manufacturing (MB)	10,000
Multifamily Residential (RD1, RD2, RD3)	2,000 per unit
Other permitted Uses (RD1, RD2, RD3)	10,000

City of Pawtucket, Zoning Ordinance

The following is a list of specific areas within the City that were considered for zone changes and listed in the 1995 Comprehensive Plan. In this revision of the Comprehensive Plan, June 2003, a summary of the actions taken is provided below.

	<u>Status</u>
1. Power Road and Smithfield Avenue	No change necessary
2. Power Road and Mineral Spring Avenue	Change from Residential to Commercial (2003)
3. Smithfield Avenue	No change necessary
5. Fairlawn Avenue	No change necessary
6. Grotto Avenue	No change
7. Mineral Spring Avenue in Woodlawn	No change necessary
8. Pawtucket Avenue in Woodlawn	No change necessary
9. Taft Street	Change to Riverfront Zone (2003)
10. Taft Street North	Change to Riverfront Zone (2003)
11. School Street	Change to Riverfront Zone (2003)
12. Industrial Highway at Cottage Street	No change necessary
13. South of Slater Park	No change necessary
14. Ten Mile River	Change from Residential to Public Open (2001)
15. Newport Avenue	Small changes – Selected lots from Residential to Commercial to match use (1998, 1999)
16. Front Street	Change to Riverfront Zone (2003)
17. Freight Street	No change necessary
18. Seekonk Lake	Change from Manufacturing to Residential (2002)

Other zone changes include:

1. Roosevelt Avenue and Exchange Street	Change from Manufacturing and Residential to Commercial Downtown (1998)
2. East Avenue and Middle Street	Change from Residential to Commercial (1998)
3. George Bennett Highway at Cottage Street	Change Residential to Commercial (2000)
4. Armistice Boulevard between George Bennett Highway and Schofield Street	Change from Manufacturing to Residential and Commercial (2001)
5. Columbus and Pond Street	Change Residential to Commercial (2002)
6. Cottage Street at Stearns Street	Manufacturing to Residential (2001)
7. Entire length of Blackstone/Seekonk/Pawtucket River	Change to Riverfront Public Open, Riverfront Mixed Use and Riverfront Industrial (2003)
8. Approximately 57 properties were added to Local Historic District Overlay Zone	

An additional area should be considered for a zone change.

Grotto Avenue

- Investigate a rezone of the condominiums from manufacturing to residential.
- Consider changing area along Grotto Avenue west from San Antonio Way to the existing residential zone.

**Consistency with Abutting Communities**

There are seven cities and towns that abut the boundaries of Pawtucket. These are Seekonk and Attleboro, Massachusetts, East Providence, Providence, North Providence, Lincoln, and Central Falls. In reviewing Pawtucket's land use plan in comparison to the existing uses in the abutting communities, there was no obvious land use conflict discovered for Pawtucket's proposed or existing land use activities. In most cases, there is a continuation of the same land use across the border. Each community was notified in writing of the Comprehensive Plan update and invited to meet with Pawtucket staff for review and discussion of Plan elements.

### **III. Summary of Major Issues**

The City of Pawtucket is a mature, intensively developed, urban community. Most development occurring in the future will be in-fill development and redevelopment of existing structures. This new development and redevelopment will be guided through the existing ordinances with the assistance of computer mapping, volunteer commissions, and a qualified staff.

Currently, residential land uses account for 36 percent of the City's area, commercial and industrial uses comprise 15 percent, and public and semi-public uses, 19 percent. Streets and waterbodies make up 20 percent. The City's theoretical capacity for residential development under current zoning is 32,865 units (currently there are 30,047). An additional 2,818 units are possible if every vacant parcel were developed to the maximum allowed under the Zoning Ordinance, however, as has been discussed, the actual number of developable acres, therefore the actual number of potential units, is significantly less than 2,818 units. Most of the City's services and facilities have the capacity to provide service to the population that will occupy additional units developed.

A survey of the City's land use as it compares with actual zoning revealed that most are consistent with land use and zoning. Those where there are inconsistencies have been reviewed and it has been determined that a zone change is not desirable. The City has made some major zone changes in the recent past including the creation of the Riverfront District, the rezoning of the former Seekonk Lake area to residential and the area at the George Bennett Highway at Cottage Street to commercial. It is anticipated that future development in Pawtucket will follow the regulations and uses as allowed by the new zoning designations. This is reflected in the Future Land Use Map.

The existing tools provided by the Comprehensive Plan and the Zoning Ordinance are adequate to deal with continued development and redevelopment in the City of Pawtucket. As new development is proposed, Pawtucket will have to be flexible enough to allow for good projects that will serve the City, as well as turn down projects that do not fit the overall vision of future development.

IV. Implementation Plan

ACTION	TIME FRAME	FUNDING	FOCUS AREA	COORDINATION	PARTNERS
Non-residential uses allowed by special use permit in residential zones should have a specific list of criteria that must be met in order to obtain the permit.	1-3 years		Citywide	Department of Planning and Redevelopment (DPR)	Department of Building and Code Enforcement, Zoning Board of Review
Residential densities should be reviews to control excessive overcrowding in city neighborhoods. Specific criteria should be established for allowing increased density in any residential neighborhood over the amount allowed by the Zoning Ordinance.	1-3 years		Citywide	DPR	Department of Building and Code Enforcement
Continue to utilize the existing site plan review ordinance. Consider the expansion of the ordinance to include all development on undersized lots, all residential development over a certain number of units and all commercial development. Also, consider incorporating building design review in the site plan review process.	Ongoing		Citywide	DPR	Department of Building and Code Enforcement, City Planning Commission
Reduce the number of buildable lots by requiring mergers of parcels where possible to comply with existing zoning.	3-5 years		Citywide	DPR	Department of Building and Code Enforcement, Tax Assessor, City Engineering, Data Processing, City Planning Commission
Allow the Planning Commission to grant permission to subdivide lots merged by the Zoning Ordinance in instances where the land area is undersized by no more than 5% of the total needed square footage for the current and proposed uses.	Ongoing		Citywide	DPR	Department of Building and Code Enforcement, City Planning Commission
Allow the Planning Commission to grant permission to subdivide lots resulting in undersized lots where there are multiple existing primary structures on a single lot and no new building is proposed.	Ongoing		Citywide	DPR	Department of Building and Code Enforcement, City Planning Commission
Encourage the Tax Assessor and the City Engineering Department to work together to replat all lots which are merged by the Zoning Ordinance.	3-5 years		Citywide	DPR	Department of Building and Code Enforcement, Tax Assessor, City Engineering, Data Processing
Continue to encourage appropriate development of Pawtucket's riverfront through the implementation of the Riverfront Development Plan and the enforcement of the Riverfront District Zoning.	Ongoing		Pawtucket Riverfront	DPR	Department of Building and Code Enforcement, Riverfront Commission, PRA
Continue to encourage the preservation of Pawtucket's historic structures and districts through the maintenance and expansion of the local historic district.	Ongoing		Citywide	DPR	Historic District Commission, Preservation Society of Pawtucket
Protect, preserve and enhance residential neighborhoods through various types of open space acquisition including easements, purchase of development rights, fee simple and eminent domain.	Ongoing	City Budget, State Recreation and Open Space Grants, Blackstone River Valley National Heritage Corridor (BRVNHC)	Citywide	DPR	Department of Parks and Recreation, RIDEM, BRVNHC
Protect and preserve environmentally sensitive areas through open space acquisition and through sensitive siting of competing land uses. Consider various types of acquisition methods including easements, purchase of development rights, fee simple and eminent domain.	Ongoing	City Budget, State Recreation and Open Space Grants, Charitable Foundations, BRVNHC	Citywide	DPR	Department of Parks and Recreation, RIDEM, BRVNHC

ACTION	TIME FRAME	FUNDING	FOCUS AREA	COORDINATION	PARTNERS
Maintain an updated file on all brownfield sites and encourage the remediation of these sites, where necessary.	Ongoing	City Budget, Environmental Protection Agency (EPA), RIDEM, RIEDC	Brownfield Sites Citywide	DPR	EPA, RIDEM, RIEDC, Brownfield property owners
Accommodate new industrial, commercial, residential and other developments through carefully considered rezoning.	Ongoing		Citywide	DPR	City Council, City Planning Commission
Encourage neighborhood preservation and revitalization efforts through local commercial district revitalization through the use of Community Development Block Grant funds.	Ongoing	CDBG	Citywide	DPR	Pawtucket Neighborhood Alliance, Local Business Owners
Complete the review of tax title parcels and consider appropriate action to achieve the objectives of this plan.	1-5 years		Tax Title Parcels Citywide	DPR	Tax Assessors Office, Collections Department, Department of Building and Code Enforcement
Wherever possible, encourage pedestrian and bicycle links along the riverfront as well as throughout the City.	Ongoing	City Budget, BRVNHC, RIDOT, RIDEM	Citywide	DPR	Department of Parks and Recreation, BRVNHC, RIDOT, RIDEM
In accordance with the State of Rhode Island Zoning Enabling Legislation (PL 91-307), amend the City of Pawtucket Zoning Ordinance, commencing January 1, 2004, or sooner, and completing the process within the prescribed 18 month period.	1-3 years			DPR	Department of Building and Code Enforcement, City Planning Commission

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City of Pawtucket, Rhode Island  
Comprehensive Community Plan

Housing  
Plan Element 2  
2003

Department of Planning and Redevelopment  
175 Main Street  
Pawtucket, RI 02860



## Housing Plan Element 2

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## **I. Goals, Policies and Actions**

### **Goals**

1. Provide Pawtucket residents from all socio-economic groups with safe, decent and affordable housing.
2. Ensure that a consistent portion of the City's rental housing stock remains affordable and is in compliance with the provisions of the State of Rhode Island Low and Moderate Income Housing Act.
3. Ensure that residential growth does not adversely affect environmental, recreational and cultural resources.
4. Promote the expansion of owner occupancy in all neighborhoods.
5. Encourage the rehabilitation of underutilized commercial and industrial structures to residential units as appropriate.
6. Protect the City's residential neighborhoods by preventing encroachment from other non-residential land uses.
7. Discourage increased density in established residential neighborhoods throughout the City.
8. Encourage the development of mixed income housing throughout the City.
9. Promote and enforce the federal Fair Housing Law throughout the City.

### **Policies**

1. Support well-conceived initiatives that provide for affordable housing.
2. Promote programs that encourage the rehabilitation of housing units throughout the City.
3. Support strict code enforcement to prevent unsafe and illegal housing units.
4. Support appropriately sized and placed special needs housing throughout the City.
5. Utilize government assistance programs to improve the existing housing stock.
6. Encourage historic homeowners to utilize City and State resources for rehabilitation and restoration.
7. Support appropriately scaled housing that meets the needs of the displaced and homeless population as well as the development of transitional housing.

8. Maintain consistent zoning and other regulatory policies that protect Pawtucket's environmental, recreational and cultural resources from residential growth.
9. Support programs that encourage and enable all forms of owner-occupied housing.
10. Investigate opportunities to convert underutilized commercial/industrial structures to residential use.
11. Maintain or lessen densities and scale in established residential neighborhoods.
12. Maintain consistent zoning and other regulatory policies that preserve the character and integrity of residential neighborhoods.
13. Promote the deconcentration of low income housing by providing affordable housing opportunities in all neighborhoods.

### **Actions**

1. Continue to work with the existing network of non-profits to develop support services and appropriately scaled permanent supportive housing for the homeless, disabled and other special needs populations.
2. Continue efforts to eliminate lead hazards in Pawtucket's housing stock.
3. Ensure that the Minimum Housing Department has the necessary resources to enforce the minimum housing code.
4. Provide support and technical assistance to local non-profit agencies that are using effective strategies to improve housing in Pawtucket.
5. Develop a Geographic Information System that incorporates parcel mapping with Tax Assessor's database to better monitor natural, cultural, historical and land resources.
6. Compile a listing of all vacant buildable parcels and their current condition, size and zoning designation.
7. Actively recruit new properties that meet the Criteria for Designation listed in the Zoning Ordinance to add to the local historic district.
8. Investigate housing resources that are available to assist moderate-income homebuyers.
9. Utilize HOME funds to provide affordable housing opportunities to low and moderate-income persons and families.
10. Create a complete brochure of all housing related opportunities for Pawtucket residents including homeownership, rental opportunities, elderly housing and housing rehabilitation.

11. Support the reuse and rehabilitation of mill buildings for housing as appropriate.
12. Revise the Zoning Ordinance to offer better neighborhood protection. Neighborhood boundaries should be protected from intense commercial development through zoning regulation and enforcement. The following measures should be considered:
  - Density controls using lot coverage
  - Enforcement of the merger clause
  - Discourage conversions of residential uses to non-residential uses in established residential neighborhoods.
13. Support the efforts of Pawtucket neighborhood advocacy groups including neighborhood associations and crime watch groups.
14. Provide technical support to community groups such as access to maps, computer programs and supplies. Assist neighborhood clean-up efforts by supplying waste removal and regular street cleaning.
15. Continue efforts to acquire vacant and abandoned properties to stabilize neighborhoods.
16. Analyze 2000 Census information to determine areas of the City where there are concentrations of poverty and develop programs targeting assistance to those areas.
17. Where there is no architectural, historical or neighborhood significance, consider demolition and infill developments as a redevelopment option.
18. Provide rehabilitation loan assistance for low and moderate-income owners of housing and investor owners with low and moderate-income tenants.
19. Work with the appropriate agencies on public awareness of the protection offered through the federal fair housing law.

## **II. Community Profile and Needs Analysis**

### **A. Requirements**

The Comprehensive Planning and Land Use Regulation Act requires that the comprehensive plan reflect its goals, objectives and policies for housing, as well as other elements. At a minimum, the City's housing policies must address the following:

- Upgrading deteriorating and substandard housing;
- Providing new housing opportunities geared to the needs of all elements of the population;
- Identifying steps to enhance the affordability of housing and identifying resources to be used in this regard;
- Identifying resources and steps designed to achieve housing goals and implement housing policies:
  - Specific steps to enhance housing affordability;
  - Municipal agency responsible for housing;
  - Code and ordinance changes and innovations to encourage achievement of housing goals;
  - Public and private resources to be utilized in achievement of housing goals;
  - Sites for housing development (location and types);
  - Potential conversion of existing structures to housing use; and
  - Financial strategies to be developed for housing.

### **B. Historic Overview**

Residential development in Pawtucket began in the late 17<sup>th</sup> Century with the arrival of a few farming families and later by families who were more commercially oriented. Joseph Jenks, in 1671 purchased 60 acres of land on the west side of the Blackstone River and started an iron forge. A small industrial village had formed by 1720, but only two of the houses from this era survived.

Two-thirds of the housing was built before World War II and most were concentrated around the mills in the center of the City. Much of Pawtucket's housing stock built during that era (1874-1920) consists of three-story wooden structures. Almost 50 percent of Pawtucket's housing stock is made up of these multifamily structures.

The emphasis of residential development in Pawtucket and in most of the country, shifted to lower density single-family units after World War II. A combination of federal housing policies affecting public housing authorities and private developers resulted in the construction of five high-rise apartments for senior citizens in and around the downtown area since 1960.

### **C. Trends**

Much of Pawtucket's land area is developed. Because so little vacant land remains, much of the residential building occurring today takes the form of infill development.



Table 2.1 shows the breakdown of housing units in Pawtucket in from 1970-2000.

Table 2.1 Housing Units 1970-2000

	1970	1980	1990	2000
<b>Single Family</b>	9,537	11,151	10,931	10,006
<b>Multi-family</b>	18,282	18,612	20,684	21,354
<b>Total</b>	27,819	29,763	31,615	31,360

Census 2000

Trends indicate that multi-family dwelling construction continues to be the favored form of development in Pawtucket, but has slowed considerably over the last decade. The residential mix in Pawtucket is consistent with that of other central cities in that there is a higher percentage of multifamily units. According to Table 2.2, among the four other cities in Rhode Island of comparable size, Pawtucket has the second highest percentage of multifamily housing.

Table 2.2 Units in Structure, 2000

Units in Structure	Cranston	%	East Providence	%	Pawtucket	%	Providence	%	Warwick	%
Total	32,068		21,309		31,819		67,915		37,085	
1 Detached	19,602	61.1	11,576	54.3	10,006	31.4	15,632	23	27,106	73.1
1 Attached	581	1.8	460	2.2	444	1.4	2,319	3.4	822	2.2
2 Units	4,769	14.9	2,929	13.7	6,017	18.9	15,128	22.3	1,634	4.4
3-4 Units	2,260	7.0	2,153	10.1	8,257	25.9	19,772	29.1	1,051	2.8
5-9 Units	957	3	604	2.8	3,006	9.4	5,206	7.7	798	2.2
10-19 Units	969	3	959	4.5	1,133	3.6	2,452	3.6	1,980	5.3
20 + Units	2,873	9	2,504	11.8	2,497	7.8	7,343	10.8	3,561	9.6
Mobile Homes	57	0.2	124	0.6	452	1.4	55	0.1	125	0.3
Boat, RV, etc.	-	-	-	-	7	-	8	-	8	-

Census 2000

2000 census figures show a 4.4% decrease in the number of single unit structures, a 3.3% increase in structures with 2-4 units and a 3.6% decrease in the number of structures with 5 or more units.

Table 2.3 Residential Units 1990-2000

	1990	2000	Percent Change
Single Unit Structures	10,931	10,450	- 4.4%
2-4 Unit Structures	13,799	14,272	3.3%
5 + Unit Structures	6,885	6,636	- 3.6%
Total Structures	31,615	31,360	- < 1%

Census 2000

In 1980, 221 units were classified as mobile homes. This category grew to 737 in 1990. Manufactured homes are included as "other" and would account for a large portion of the increase in this unit group. The number of mobile homes in 1990 was actually approximately 375. In 2000, the number of mobile homes grew to 452.

## D. Housing Market Area

Pawtucket is part of the Metropolitan Core housing market area. This housing market area used in the State Housing Plan is defined by the concepts of community structure and growth with particular emphasis given to the economic definition of a housing

market area according to the Federal Housing Administration. The housing market areas provide an evaluation measure for municipalities within six market areas.

The Metropolitan Core housing market area consists of older, intensively urbanized central cities of Providence, Pawtucket, Central Falls, Cranston, East Providence, Johnston and North Providence. Which all have older highly developed areas as well as less intensively developed suburban areas.

Table 2.4 shows the total number of housing units in the seven Metropolitan Core communities. Pawtucket is ranked third in the market area for total housing units. Pawtucket's share of the Core housing market area has decreased slightly since 1980. It accounted for 17.4 percent of the Core area's housing in both 1980 and 1990 and 17 percent in 2000. Cranston and North Providence gained the most housing in the 20 years since 1980. Central Falls was the only community in the Metropolitan Core to lose housing units during that time period.

Table 2.4  
Housing Units in the Metropolitan Core, 1980-2000

	1980	1990	2000
Cranston	27,239	30,516	32,068
East Providence	19,396	20,808	21,309
Pawtucket	29,763	31,615	31,819
Providence	67,513	66,794	67,915
Johnston	8,724	10,384	11,567
Central Falls	7,446	7,337	7,270
North Providence	11,343	14,134	14,867
Total	171,424	181,588	186,815

Census 2000

## E. Recent Development

Table 2.5 illustrates housing units authorized by building permits for the past ten years in Pawtucket.

Table 2.5  
New Units Added 1990-2001

Year	Units	New Units	Demolished	Total	Change
1990	31,615	74	50	31,639	24
1991	31,639	64	24	31,679	40
1992	31,679	123	26	31,776	97
1993	31,776	21	18	31,779	3
1994	31,779	21	13	31,787	8
1995	31,787	15	24	31,778	-9
1996	31,778	35	23	31,790	12
1997	31,790	35	15	31,810	20
1998	31,810	25	20	31,815	5
1999	31,815	22	22	31,815	0
2000	31,815	18	14	31,819	4
2001	31,819	18	18	31,819	0

Pawtucket Department of Building and Code Enforcement, 2002

## F. Household Formation

The trend of decreasing household size has important implications with regard to its impact on housing demand. With fewer people per household, there will likely be a demand for more housing units. It can be assumed that demand is high in terms of both rental and owner occupied housing units. A comparison of household size in 1980, 1990, and 2000 supports this hypothesis. Household size in 1980 was 2.51. This decreased to 2.42 in 1990 and slightly further to 2.41 in 2000.

The number of households grew by 1.2% in the 1990's while the total population grew by only 0.5%. The number of male-headed households grew by 26.1% but the net number is still comparatively low. The number of female-headed households grew by 19.1% and the number of non-family household grew by 8.5%. The number of family households shrank by 3.4% and the number of married couple families was down 14.5% from 1990. These gains and losses in the different household types follow the same trends of losses and gains that were reflected in comparisons between 1980 and 1990. Table 2.6 shows the composition of households in Pawtucket.

Table 2.6  
Household Types, 1990-2000

	1990	2000	% Change
Total Households	29,711	30,047	1.2%
Family Households	19,162	18,520	-3.4%
Married Couple Families	13,932	11,923	-14.5%
Male Householder	1,152	1,557	26.1%
Female Householder	4,078	5,040	19.1%
Non-family Households	10,549	11,527	8.5%
Householders Living Alone	9,081	9,700	6.4%
Householder 65 Years +	4,001	3,756	-6.2%

Census 2000

It is highly likely that socio-demographic forces at the state level will have a significant impact on the demand for housing at the local level. Thus, it may be anticipated that more housing units will be required to accommodate a larger number of smaller, non-traditional households. A continuation of this trend in Pawtucket suggests that alternatives to Pawtucket's traditional housing stock will be required to accommodate smaller households.

## G. Districts

For the purposes of this report, eight planning districts were established. Figure 5.1 illustrates the eight different districts. District boundaries conform to census tract boundaries and where possible, conform to perceived neighborhoods. Table 2.7 illustrates the estimated number of housing units by planning district for Pawtucket in 1990 and 2000.

Table 2.7  
Housing Units by Planning District, 1990-2000

District	1990	% of Total	2000	% of Total	% Change
1	2,899	9.2%	2,950	9.3%	1.8%
2	5,924	18.8%	5,868	18.4%	-1%
3	2,487	7.9%	2,590	8.1%	4%
4	1,851	5.9%	1,751	5.5%	-5.5%
5	3,603	11.4%	3,698	11.6%	2.6%
6	3,347	10.6%	3,486	11%	4%
7	7,275	23.1%	7,409	23.3%	1.9%
8	4,136	13.1%	4,067	12.8%	-1.7%
	31,522		31,819		1%

Census 2000

### District 1

District 1 includes census tracts 150 and 163 located in the western part of the City. It includes the Fairlawn section of the City. Housing in this District is primarily single family with the exception of a number of blocks in the northern Fairlawn area, which is mostly two-family structures. District 1 had 9.2% of the City's housing in 1990 and experienced only a slight increase in units in 1990's.

### District 2

District 2 includes census tracts 151, 161, and 164 and is located east of District 1 between the railroad lines, Pawtucket Avenue and downtown. It encompasses the Woodlawn neighborhood. Housing in this district is dominated by multi-family structures. District 2 has the second largest supply of housing units in the City. In 1990, it comprised 18.8% of the City's housing. The total number of units in the district decreased over the 1990's.

### District 3

District 3 includes census tracts 165 and 166 and encompassed the area east of Pawtucket Avenue to the Pawtucket/Blackstone River. The district contains a mixture of single and multi-family housing. Multi-family units are found in the northern part of the district and in the southwest corner. District 3 has the second smallest supply of housing units in the City. In 1990, it comprised 7.9% of the City's housing. In 2000, that number rose slightly to 8.1%.

### District 4

District 4 includes census tract 152 and generally conforms to the central business district (CBD). District 4 has the smallest supply of housing units in the City with 1,751 units, 5.5% of the units in the City. Plans for the redevelopment of several downtown buildings over the next several years should increase the total number of housing units available in the downtown area.

### District 5

District 5 includes census tracts 153, 154, and 160 and lies in the north central part of the City between the Blackstone River and the Industrial Highway. This district, known as the Pleasant View neighborhood, is dominated by multi-family residential development. District 5 had 3,603 units in 1990 and 3,698 units in 2000. District 5 comprises 11.6% of the City's total housing units.

**District 6**

District 6 includes census tracts 167 and 171 and lies south of Walcott Street and Armistice Boulevard between the Blackstone River and the Industrial Highway. This district is comprised predominately of multi-family residential development but does have an area of single-family units in its southern portion. District 6 had 3,347 units in 1990 and 3,486 units in 2000, a 4% increase.

**District 7**

District 7 includes census tracts 155, 156, 157, 158, and 159 and lies to the north of Armistice Boulevard between the Industrial Highway and the City's eastern border with Seekonk, Massachusetts. This district, being the largest in area, also has the largest supply of residential units. Single-family development is found generally east of Newport Avenue. District 7 grew by only 1.9% in the 1990's.

**District 8**

District 8 includes census tracts 168, 169 and 170 and lies to the south of Armistice Boulevard between the Industrial Highway and the City's eastern border with Seekonk, Massachusetts. This district is the second largest in area but is ranked third in number of housing units primarily because most of the structures are single-family dwellings. District 8 lost housing units over the 1990's.

**H. Occupancy**

The majority of housing units in Pawtucket are multi-family, renter occupied units. The percentage of renter occupied units increased slightly from 54.1 percent in 1990 to 55.6 in 2000.

Table 2.8  
Occupancy, 1980 - 2000

	1980		1990		2000		% Change 1980-2000
Owner Occupied	13,103	46.6%	13,619	45.9%	13,331	44.4%	1.8%
Renter Occupied	15,044	53.4%	16,092	54.1%	16,716	55.6%	10.1%
Total Occupied	28,147		29,711		30,047		6.4%

Census 2000

**I. Vacancy**

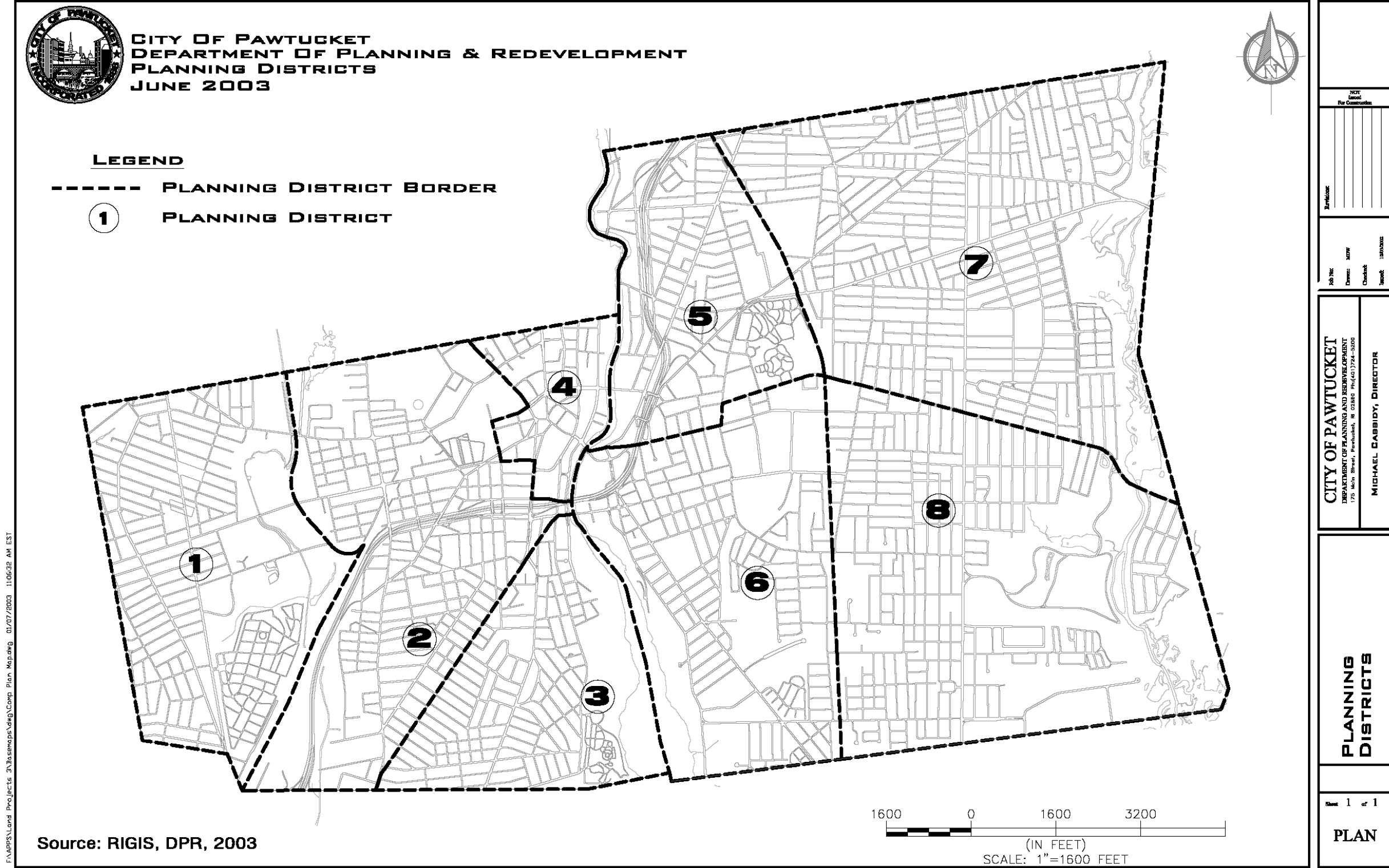
Pawtucket's vacancy rate had been rising, 4.2 percent in 1970 to 5.4 percent in 1980 to 6.0 percent in 1990. 2000 showed a slight decrease in the vacancy rate to 5.6 percent. The vacancy rate for owner occupied units in 2000 was 1.1 percent and for renter occupied housing, 5.5 percent.

Table 2.9  
Vacancy, 1980 – 2000

	1980	1990	2000
# Vacant Units	1,616	1,904	1,772
Vacancy Rate	5.4	6.0	5.6
Renter Occupied			5.5
Owner Occupied			1.1

Census 2000









The average vacancy rate for the communities in the Core Metropolitan area was 5.1 in 2000, down from 7.3 in 1990. The vacancy rate among cities of comparable size (Cranston, East Providence, Providence and Warwick) was 5.0, indicating the Pawtucket's 2000 vacancy rate of 5.6 is slightly higher than the Metropolitan Core area and similar sized communities.

## J. Age and Condition of Housing Units

42.2 percent of Pawtucket's housing units were built before 1940 and another almost 30 percent were built before 1960. Only 2.5 percent of the City's housing stock has been added since 1990. Providence and Central Falls are the only Cities in the Metropolitan Core with older housing stocks.

Table 2.10  
Age Distribution of Housing Stock

Year	# of Units	% of Total
1939 or earlier	13,424	42.2%
1940-1959	9,452	29.7%
1960-1969	3,183	10.0%
1970-1979	2,782	8.7%
1980-1989	2,173	6.8%
1990-March 2000	805	2.5%

Census 2000

Since the majority of Pawtucket's housing stock was built before 1970, lead paint is a serious issue facing the City. The Pawtucket Lead Safe Program is funded by HUD's Office of Healthy Homes and Lead Hazard Control and is run in conjunction with Blackstone Valley Community Action Program, Inc. The Pawtucket Lead Safe Program provides financial assistance to qualified property owners to reduce lead hazards in their property. Deferred payment loans are offered and there is minimal cost to the homeowners until the property is sold or transferred. The goal of the program is to increase the number of lead-safe housing units in Pawtucket.

## K. Substandard, Overcrowded and Abandoned Housing

Substandard housing as defined by the U.S. Census is any unit lacking complete plumbing facilities for exclusive use. In 2000, 0.4 percent (121 units) of all occupied units in Pawtucket lacked complete plumbing. Urban center such as Pawtucket typically have a greater percentage of substandard housing because of the age of the housing stock.

Housing is considered overcrowded if there is more than one person per room. In 2000, approximately 1,184 units or 3.9 percent of all housing units in Pawtucket were considered overcrowded according to this criterion.

The City of Pawtucket, like many other urban communities, has been concerned with the increasing number of vacant, abandoned, or substandard properties and how to eliminate them. In 1995, the City successfully lobbied the Rhode Island General Assembly to expand the powers of its Housing Court. The housing court judge now has the ability to find an individual in contempt of court for failing to comply with a specific judicial order. Additionally, the judge now has the right to order properties into

receivership, forcing owners to act quickly or lose their property. The judge has also been given the ability to order the removal of any cloud on the title to a building or property that has been ordered into receivership. This added authority has greatly strengthened the enforcement process because the City no longer has to petition the Superior Court to gain clear title of the property. Since its declaration, more than 250 abandoned or vacant properties have been removed from the City's abandoned/vacant property list. This program was nationally recognized by Harvard's Kennedy School of Government through its selection as an "Innovations in American Government" semifinalist.

## L. Affordability of Housing

Affordability is most simply defined as housing cost to household income ration. An affordable home is one that is within the means of a household at any income level paying 30 percent of household income for housing expenses. In 2000, approximately 25 percent of homeowners were paying more than 30 percent of their household income towards housing cost. Of those renting, 36 percent reported paying more than 30 percent of their household income towards housing costs. The City of Pawtucket has income guidelines that are used to qualify eligibility for various housing programs. The federal HUD guidelines for assistance, those used by the City, are as follows:

Table 2.11  
2002 Federal Income Guidelines

	1 Person	2 Person	3 Person	4 Person	5 Person	6 Person	7 Person	8 Person
Moderate Income (80% of median)	\$31,450	\$35,950	\$40,450	\$44,950	\$48,550	\$52,150	\$55,750	\$59,350
Low Income (50% of median)	\$19,650	\$22,500	\$25,300	\$28,100	\$30,350	\$32,600	\$34,850	\$37,100

Housing and Urban Development, 2002

In 2000, the median family income for the City was \$39,038. According to [riliving.com](http://riliving.com), in 2000, the median single-family house price in Pawtucket was approximately \$135,100. Based on current interest rates for a 30-year, fixed rate mortgage (approximately 7 percent), and a 20 percent down payment, it has been, and continues to be difficult for a median income family to afford a home in Pawtucket. Based on the 80% Median Income, the City would suggest the sale price be between \$120,000 and \$130,000, depending on bedroom size.

The 2000 census shows the value of housing as specified by the owner. The median value of owner occupied housing in Pawtucket was \$99,000 as compared with the median home value for cities in the Metropolitan Core in 2000 was \$111,743.

Table 2.12  
Housing Value, 2000

Value	Pawtucket # of Units	% of Owner Occupied	Metro.Core # of Units	% of Owner Occupied	Pawtucket as % of Metro.Core
Less than \$50,000	138	1.5%	755	1.2%	18.2%
\$50,000- \$99,999	4,553	50.9%	20,457	31.3%	22.3%
\$100,000- \$149,999	3,714	41.5%	29,810	45.6%	12.5%
\$150,000- \$199,999	362	4.0%	8,138	12.4%	4.4%
\$200,000- \$299,999	128	1.4%	4,056	6.2%	3.2%
\$300,000-\$499,999	45	0.5%	1,535	2.3%	2.9%
\$500,000- \$999,999	-	-	523	0.8%	-
\$1,000,000 or more	13	0.1%	129	0.2%	10.1%
Total Specified Owner Occupied	8,953		65,403		13.7%
Median	\$99,000		\$111,743		91.2%

Census 2000

Even median income families would find it difficult to afford a home in the City, and would have to seek alternatives such as placing a higher down payment, or seeking out form of housing subsidy, which many did. Other options are to seek a lower-priced house in Pawtucket or another municipality, or to rent. According to [riving.com](http://riving.com), median sales prices for single family homes in the region show Pawtucket being on the low side for the region, as Johnston has a median sales price of \$157,700, Cranston \$149,000, East Providence \$145,600, North Providence \$145,000, Pawtucket \$135,100, Central Falls \$73,000, and Providence \$109,900. Given Pawtucket's relatively low housing costs, the City offers an alternative to other regional communities for families looking for more affordable homes in an urban setting.

While the above analysis applies to the purchase of housing, affordable housing also includes rental units. According to Rhode Island Housing, the average rent among two – bedroom rental units in Pawtucket in 2000 was approximately \$623.

The average rent in Pawtucket in 2000 was \$498 per month. Approximately 77% of renters paid between \$300 and \$749 per month. Pawtucket's median rent is \$45 less than the average rent in the Metropolitan Core. Pawtucket's rental stock comprises 19% of all rental housing in the Metropolitan Core.

Table 2.13  
Rental Costs, 2000

	Pawtucket # of Units	% of Renter Occupied	Region # of Units	% of Renter Occupied	Pawtucket as % of Region
Less than \$200	1,525	9.1%	9,593	10.9%	1.3%
\$200 - \$299	933	5.6%	5,563	6.3%	16.8%
\$300 - \$499	5,763	34.5%	23,095	26.4%	25.0%
\$500 - \$749	7,079	42.4%	36,113	41.0%	19.6%
\$750 - \$999	764	4.6%	9,608	10.9%	8.0%
\$1,000 - \$1,499	182	1.1%	3,092	3.5%	5.9%
\$1,500 or more	56	0.3%	945	1.1%	5.9%
Total Renter Occupied	16,690		88,009		19.0%
Median Rent	\$498		\$543		

Census 2000

As part of Section 8 of the US Housing Act of 1937, the Department of Housing and Urban Development is required to publish Fair Market Rents (FMR). The FMR for an area is the amount that would be needed to rent privately owned, decent, safe and sanitary rental housing of a modest nature. In Pawtucket, the Fair Market rents are as follows:

Efficiency	\$397.00
One bedroom	\$541.00
Two bedroom	\$650.00
Three bedroom	\$816.00
Four bedroom	\$1,001.00

## M. Federally Funded Housing

### Federally Subsidized Housing Units

In Pawtucket, there are eighteen (18) developments that are insured and/or subsidized by the US Department of Housing and Urban Development (HUD).

Table 2.14  
Subsidized Housing Units

Facility	Elderly/Handicapped	Family Units
Centennial Tower	101	-
Geneva Plaza Apartments	149	-
Lawn Terrace	-	100
Lonsdale Senior Housing	130	-
Northern Plaza	101	-
Riverview Terrace	81	-
Slater Hill	104	48
Taylor Building	86	-
Towers East	148	-
Woodlawn Gardens (Elderly)	31	-
Woodlawn Gardens (Family)	-	44
Vincent J. Doyle Manor	83	-
Burns Manor	96	-
Galego Court	-	164
St. Germain Manor	112	-
John E. Fogarty Housing	250	-
John F. Kennedy Housing	197	-
Prospect Heights	-	270
Total	1669	626

Pawtucket Housing Authority, 2002

To qualify for these units, applicants must fit into the HUD established “lower” income limit of \$31,450 for 1 person, \$35,950 for 2 people, \$40,450 for 3 people and \$44,950 for 4 people, or “very low” income limit of \$19,650 for 1 person, \$22,500 for 2 people, \$25,300 for 3 people, \$28,100 for 4 people (see Table 2.11)

The Rhode Island General Assembly has enacted legislation, Chapter 45-25 that allows cities to establish local public housing authorities. A local public housing authority was created in Pawtucket in the early 1940’s. The five-person authority, whose members are appointed by the Mayor, has entered into an agreement with the Department of Housing and Urban Development to construct and manage public housing.

At this time, the Pawtucket Housing Authority manages six housing complexes. A total of 434 units for families at Galego Court and Prospect Heights and a total of 655 units for elderly and handicapped.

### **Housing Investment Partnership Program (HOME)**

The City of Pawtucket Department of Planning and Redevelopment receives HOME funding from the U.S. Department of Housing and Urban Development (HUD). There are currently several initiatives in place to improve housing conditions for low and moderate-income residents in the City of Pawtucket.

The Pawtucket Starter HOME Program provides down payment and closing costs grants to low and moderate-income first-time homebuyers to purchase a home in the City of Pawtucket. This grant can be used for down payment and closing costs on a newly purchased Pawtucket property.

A maximum \$10,000 in grant assistance is available for the purchase of a multi-family property in the target neighborhoods of Woodlawn and Pleasant View. Up to \$7,500 in grant assistance is for the purchase of a multi-family property anywhere in the City of Pawtucket. A maximum of \$3,000 in grant assistance is available for the purchase of a single-family property anywhere in the City.

Blackstone Valley Community Action Program (BVCAP) is the lead agency in the Pawtucket Starter HOME Program and provides continuous support through the home buying process. BVCAP offers technical assistance with all paperwork, assists with the mortgage process, and offers Homebuyer Education classes in several languages.

The Pawtucket Starter HOME Program has assisted more than 300 families to acquire a home in the City of Pawtucket since its inception in 1994.

HOME funds are also used to provide grant assistance to Pawtucket Citizens Development Corporation (PCDC) and BVCAP to acquire and rehabilitate abandoned or substantially distressed housing. These local non-profit agencies also receive administration funds because they are registered Community Housing Development Organizations (CHDO).

Homes that are acquired by PCDC or BVCAP are sold to qualified first time homebuyers or are rented at an affordable rate and managed by the agency.

### **Housing Rehabilitation Assistance**

The Pawtucket Redevelopment Agency (PRA) offers low interest and deferred loans to eligible borrowers in order to provide decent, safe and affordable housing for the residents of Pawtucket. Loans up to \$10,000 are available per dwelling unit. These loans encourage homeowners to make improvements and have pride in their homes.

The Pawtucket Redevelopment Agency's Residential Rehabilitation Loan Program, Elderly Paint Program, and the Lead Hazard Control Program, provides direct loans and grants to low and moderate-income property owners to rehabilitate and improve their property. This program has been on going for over fifteen years, and on an annual basis, provides assistance to approximately 100 units.

The Pawtucket Redevelopment Agency has also been making efforts to expand the availability of housing to low and moderate-income residents by making vacant parcels and buildable lots available to the Blackstone Valley Community Action Program to construct to new homes for low and moderate-income buyers.

## **N. Rhode Island Housing**

Rhode Island Housing	Households
1 <sup>st</sup> Time Homebuyer Mortgages (1990-2001)	1,772
Home Repair Mortgage (1995-2001)	2
Reverse Equity Mortgages (1995-2001)	12
EHAP Assistance (7/1994-6/2002)	3,334

Between 1990 and 2001, Rhode Island Housing has provided \$159,083,712 in 1<sup>st</sup> time homebuyer mortgages to 1,772 Pawtucket homebuyers. This represents 10 percent of the 1<sup>st</sup> time homebuyer mortgages issued in the State. (Source: Rhode Island Housing, 2002)

## **O. At Risk Subsidized Housing**

The Low Income Housing Preservation and Resident Homeownership Act of 1990 was enacted to provide a solution of the termination of Section 8 projects whose mortgages are eligible for prepayment. The Act requires that owners of eligible property file a notice of intent with HUD, state and local government, stating they are going to terminate low-income restrictions and seek fair market rents for their units. Tenants must also be informed of the owners' filing. Owners seeking to prepay the mortgage, transfer the project to a qualified purchaser, terminate the low-income restrictions, or extend the affordability restrictions must file a Plan of Action with HUD, tenants, and state and local government.

There are 1,149 units in Pawtucket that are Section 8 and have Housing Assistance Payment (HAP) contracts. This means that they are all going to be up for renewal at one point or another although many do not expire for several years. There were no units lost between 1990 and 2000. Centennial Towers, with 101 units, has just gone through RIH's Preservation Program keeping it affordable for another 40 years. (Source: Rhode Island Housing, 2002).

## **P. Homeless**

As one of the Rhode Island's core urban communities, the City of Pawtucket has a proportionate share of the state's number of individuals classifying themselves as "homeless". According to the Rhode Island Emergency Shelter Information Project Annual Report for 1998-99, the City of Pawtucket was listed third behind Providence and Cranston as the city of last residence by individuals who availed themselves of homeless assistance services. Again, according to the aforementioned report, the single biggest cause of homelessness in Rhode Island is the lack of affordable housing. Rhode Island is recognized as among the least affordable rental markets in the entire country.

The City of Pawtucket is one of three municipalities (Providence, Woonsocket) that, along with the State of Rhode Island, receive an annual allocation of federal "Emergency

Shelter Grant" funds to both assist in preventing persons from becoming homeless and assist those persons who are homeless with basic shelter needs. The 2001-2002 "Emergency Shelter Grant" (ESG) to the City of Pawtucket was \$89,000. In addition to the city's ESG resources, Pawtucket's homeless providers access Community Development Block Grant (CDBG), HUD Supportive Services, and state homeless assistance monies as well as private sources of funds. Listed below are brief descriptions of the homeless assistance providers, which service the Pawtucket area.

### **Emergency Shelter of Pawtucket and Central Falls**

The Emergency Shelter of Pawtucket and Central Falls located in Pawtucket is a twenty-five (25) bed, family shelter for the homeless. It provides a comprehensive set of services for homeless individuals designed to move them toward independent living situations. In addition to the shelter beds, the Emergency Shelter also offers two (2) transitional housing apartments in the basement level of the shelter. The one-bedroom units are designed to provide a more independent living environment (with some on-site supports) from which individuals can prepare for independent living. In 2001-2002, the City of Pawtucket provided \$50,000 in Emergency Shelter Grant funding to help support the operating of the shelter.

### **Blackstone Shelter**

The Blackstone Advocacy Center, located in Central Falls, provides domestic violence services to women and children in the Blackstone Valley. The Center provides a twenty-one (21) bed shelter for women and children in crisis as well as a full complement of supportive services. In addition, the Center also offers three (3) transitional housing apartments in an adjacent property. In 2001-2002, the City of Pawtucket provided \$39,000 in Emergency Shelter Grant funding for general operations and \$50,000 in Community Development Block Grant funding to assist in acquiring the adjacent property for use as transitional housing.

## **Q. Special Needs Housing**

Historically, housing options for the handicapped have been limited. Pawtucket has been working as a cooperative partner to provide independent group homes for the mentally and physically challenged. According to Rhode Island Housing, as of May 2000, there were approximately 1,910 group home beds in the state of Rhode Island. Pawtucket comprises about 5.8% of the total available beds (110 beds available in residential facilities under 16). The only communities with a higher percentage of the total are Cranston (7%), Providence (13.2%), and Woonsocket (7.1%)

The Pawtucket Zoning Ordinance was revised in 1994 to conform to the State Enabling Legislation allowing community residences in all residential and commercial districts, as well as one industrial district. The Zoning Ordinance also allows for rooming house units by special use permit.

HOME funds provide a partial rental voucher for low-income clients through the Blackstone Valley Chapter of the Rhode Island Association of Retarded Citizens (RIARC). Clients pay 30% of their income towards their rent and HOME funded assistance pays the difference. This program assists special needs adults to live independently with the support of a local social service agency.

Another program run by the City is the Removal of Architectural Barriers Program that provides funding and technical assistance to income eligible residents to install handicapped ramps at their residence.

## **R. Low and Moderate Income Housing**

In 2002, a total of 8.12% of Pawtucket's housing units were considered "low or moderate income" according to the following definitions from RIGL:

- (1) subsidized by the federal or state government under any program to assist the construction or rehabilitation of low and moderate income housing as defined in the applicable federal or state statute, and
- (2) built or operated by:
  - (a) any public agency or nonprofit organization or limited equity housing cooperative, or
  - (b) private developer of low and moderate-income rental housing that remains low and moderate-income housing for a period of not less than thirty (30) years from initial occupancy;
- (3) in which any non-residential component of the proposed development is secondary to the overall proposal, but in no even shall the non-residential component exceed the lower of:
  - (a) the non-residential proportion or other measure allowed pursuant to the development's proposed funding sources; or
  - (b) twenty-five (25%) of the gross square footage of the proposed development.
- (4) except tenant-based rental assistance, mortgages and mortgage insurance where there is no construction or rehabilitation under a state or federal program.

Rhode Island Low and Moderate Income Housing Act, March 2000.

There is an alternative calculation that also determines whether the municipality falls under the jurisdiction of the State Housing Appeals Board: "in the case of an urban city or town which has at least 5,000 occupied rental units and the units, as reported in the decennial census of the city or town, comprise twenty-five percent (25%) or more the housing units, is in excess of fifteen percent (15%) of the total occupied rental units. Pawtucket meets this alternative standard for determining the jurisdiction of the State Housing Appeals Board." (The Rhode Island Low and Moderate Income Housing Act, March 2000).

To address the acute shortage of affordable housing for low and moderate income people, the legislature passed an affordable housing bill that would require all communities to provide opportunities for the establishment of "low and moderate income housing". The bill attempts to make it easier for low and moderate income housing to be built in communities by streamlining the review and permitting process.

### **Affordable Housing Legislation**

The Rhode Island Low and Moderate Income Housing Act was passed in March 2000. It provides public agencies, non-profit housing organizations or limited equity housing cooperatives and to some extent, private developers, the opportunity to develop low and moderate income housing without going through a protracted review process. Private



developers may utilize the procedures set out in this Act for the development of low and moderate-income rental housing which is to remain as low or moderate income housing for a period of at least 30 years. Under this Act, which is part of Title 45 of the General Laws entitled “Towns and Cities”, certain types of developers are enabled to seek “comprehensive permits” from zoning boards in lieu of separate applications to planning boards, councils, building inspectors or conservation commissions.

The zoning board retains the power to issue permits and approvals, and can apply conditions and requirements with respect to height, site plan, size, shape and building materials as would the planning board. The zoning board may deny the application only if the proposal is inconsistent with the local needs as set out in an approved comprehensive plan, local zoning ordinances in conformance with a comprehensive plan, and if the community has met or has plans to meet the standard of 10 percent low and moderate income units, or if concerns for the environment and the health and safety of current residents have not been adequately addressed.

## S. At Risk Populations

Indicators of housing need are widely varied and are dependant upon the particular demand group. These groups may include homeless, young families, disabled persons, first time homebuyers, the elderly, single parents, etc. In Pawtucket, the following need groups (among others) can be identified:

### Low Income

In Pawtucket, there are individuals and families who are unable to afford the high costs of housing and rely upon subsidy programs for assistance. Identifying the at-risk groups involves determining the number of individuals and/or families participating in the following programs: Family Independence Program (FIP), Food Stamps Program, Supplemental Security Income (SSI), and General Public Assistance (GPA). Table 2.15 shows Pawtucket’s at-risk population in comparison to the State of Rhode Island as a whole.

Table 2.15  
Subsidy Programs in Pawtucket

	Pawtucket Cases	Rhode Island Cases	% of RI Cases
Family Independence Program (2002)	1,673	14,335	11.7%
Supplemental Security Income (2000)	2,020	21,090	9.6%
General Public Assistance (2002)	95	949	10%
Food Stamps (2002)	2319	19464	11.9%

Source: Department of Human Services, 2002 and Census 2000

It is estimated that families in the very low and low-income brackets make up close to 38% percent of the City's families. Approximately 14.9 percent of the City's families are below the poverty level and 16.8 percent (12,131 individuals) of the City's total population is below the poverty level. Individuals and families in these income groups require additional affordable units and more housing subsidies.

### **Moderate Income**

The moderate-income population consists of those households earning between 80 to 100 percents of the median household income, approximately \$31,230 to \$39,038. The actual number of people in this income range is not known. Estimates indicate that moderate-income families constitute close to 15 percent of Pawtucket's families. Assistance in purchasing a first home is needed for individuals and families in this income bracket.

### **Elderly**

Approximately 7,996 households include an individual 65 or older and 14.8 percent of Pawtucket's population is 65 or older. Pawtucket does offer a tax abatement for its elderly residents to assist in keeping in elderly residents in their own homes. Smaller rental units affordable to people on fixed incomes are needed for this segment of the population.

### **Homeless**

It is not possible to obtain an accurate number of homeless persons living within Pawtucket at any one time. Housing costs have been on the rise and are prohibitively high for many individuals and families with marginal employment. This coupled with poor economic times will likely lead to an increase in the number of homeless in Pawtucket and surrounding communities. Additional shelter space and programs designed to get people back into an independent or semi-independent housing situation are needed.

### **III. Summary of Major Issues**

The present economic condition of the State and New England in general seems to indicate that rising housing costs coupled with steady income levels will continue to create a situation where housing is not affordable to low and moderate income residents. Multi-family dwelling construction (2-4 units) continues to be the favored form of development in Pawtucket. The 2000 Census shows a reduction in the overall number of single unit structures and structures with 5+ units, but a gain in structures with 2-4 units. The number of total structures in Pawtucket dropped slightly.

It is highly likely that shifts in socio-demographic forces at the state level will have a significant impact on the demand for housing at the local level. Thus, it may be anticipated that more housing units will be required to accommodate a substantially larger number of smaller, non-traditional households. A continuation of this trend suggests that alternatives to Pawtucket's traditional housing stock will be required to accommodate smaller households.

Increases in rents, cost of repairs and operational expenses have made it difficult for lower income households to remain independent. Many individuals and families may be forced to double or even triple up in units typically occupied by a single family or an individual in order to defray the increasing cost of housing.

Pawtucket has met the alternative standard for "low and moderate income housing" but the provision of affordable housing will continue to be a primary goal of the City.

There are a number of homeless in Pawtucket and Central Falls due to the prolonged downturn in the regional economy. The two local emergency shelters have a combined capacity of 46 beds. Providing housing for the population of mentally ill persons who find themselves in crisis also remains problematic.

Additional affordable rental units and additional subsidies are needed for families in the very low and low-income brackets. Continued assistance in purchasing a first home is needed for individuals and families in the moderate-income bracket.

Continued subsidies and assistance is needed to keep elderly residents in their own homes. Smaller rental units affordable to people on fixed incomes are also needed for this segment of the population.



#### IV. IMPLEMENTATION PLAN

ACTION	TIME FRAME	FUNDING	FOCUS AREA	COORDINATION	PARTNERS
Continue to work with the existing network of non-profits to develop support services and appropriately scaled permanent supportive housing for the homeless, disabled and other special needs populations.	Ongoing	CDBG, Emergency Shelter Grant, McKinney Supportive Housing, HOME, Federal, State and Private funding sources	Homeless families, victims of domestic violence, chronic homeless, developmentally disabled, small scale projects under 10 unit, small scale assisted living facilities	Department of Planning and Redevelopment (DPR)	Blackstone Shelter, Emergency Shelter of Pawtucket and Central Falls, Blackstone Valley ARC, Community Counseling
Continue efforts to eliminate lead hazards in Pawtucket's housing stock.	Ongoing	CDBG, HOME, RI Housing, HUD Lead-Based Paint Hazard Control	Multi-family structures citywide	DPR	Pawtucket Redevelopment Agency (PRA), Blackstone Valley Community Action Program (BVCAP)
Ensure that the Minimum Housing Department has the necessary resources to enforce the minimum housing code.	Ongoing	City Budget	Citywide	Department of Building and Code Enforcement	DPR
Provide support and technical assistance to local non-profit agencies that are using effective strategies to improve housing in Pawtucket.	Ongoing	CDBG, HOME	Citywide	DPR	BVCAP, Pawtucket Citizens Development Corporation (PCDC), Woodlawn Community Development Corporation
Develop a Geographic Information System that incorporates parcel mapping with Tax Assessor's database to better monitor natural, cultural, historical and land resources.	1 –3 years	City Budget	Citywide	DPR	Tax Assessor, Engineering Department
Compile a listing of all vacant buildable parcels and their current condition, size and zoning designation.	1 – 3 years		Citywide	DPR	Tax Assessor, Engineering Department, Department of Building and Code Enforcement
Actively recruit new properties that meet the Criteria for Designation listed in the Zoning Ordinance to add to the local historic district.	Ongoing	Certified Local Government Grant Program	Quality Hill, Oak Hill, Other existing clusters of historic structures	DPR	Historic District Commission, Preservation Society of Pawtucket, Historical Preservation and Heritage Commission, Preserve Rhode Island
Investigate housing resources that are available to assist moderate-income homebuyers.	Ongoing	HOME, RI Housing	Citywide	DPR	BVCAP, PCDC, RI Housing
Utilize HOME funds to provide affordable housing opportunities to low and moderate-income persons and families.	Ongoing	HOME	Woodlawn Neighborhood, Pleasant View Neighborhood, Multi-family housing citywide	DPR	BVCAP, PCDC
Create a complete brochure of all housing related opportunities for Pawtucket residents including homeownership, rental opportunities, elderly housing and housing rehabilitation.	1 –3 years	City Budget	Citywide	DPR	PRA, BVCAP, PCDC, Pawtucket Housing Authority, RI Housing
Support the reuse and rehabilitation of mill buildings for housing as appropriate.	Ongoing		Arts and Entertainment District	DPR	Department of Building and Code Enforcement
Revise the Zoning Ordinance to offer better neighborhood protection. Neighborhood boundaries should be protected from intense commercial development through zoning regulation and enforcement.	1 –3 years		Citywide	DPR	Department of Building and Code Enforcement, City Planning Commission, Pawtucket City Council

ACTION	TIME FRAME	FUNDING	FOCUS AREA	COORDINATION	PARTNERS
Support the efforts of Pawtucket neighborhood advocacy groups including neighborhood associations and crime watch groups.	Ongoing	Weed and Seed Grant, CDBG		DPR	Pawtucket Police Department, Pawtucket Neighborhood Alliance, Barton Street Crime Watch
Provide technical support to community groups such as access to maps, computer programs and supplies. Assist neighborhood clean-up efforts by supplying waste removal and regular street cleaning.	Ongoing	City Budget	Citywide	DPR	Department of Public Works
Continue efforts to acquire vacant and abandoned properties to stabilize neighborhoods.	Ongoing		Citywide	DPR	BVCAP, PCDC, Housing Court
Analyze 2000 Census information to determine areas of the City where there are concentrations of poverty and develop programs targeting assistance to those areas.	1-3 years		Citywide	DPR	
Where there is no architectural, historical or neighborhood significance, consider demolition and infill developments as a redevelopment option.	Ongoing		Citywide	DPR	BVCAP, PCDC, Historic District Commission, Department of Building and Code Enforcement, PRA
Provide rehabilitation loan assistance for low and moderate-income owners of housing and investor owners with low and moderate-income tenants.	Ongoing	PRA Revolving Loan Fund, RI Housing, HUD Lead Hazard Control Program	Multi-family dwellings citywide	DPR	PRA, BVCAP, PCDC
Work with appropriate agencies on awareness of the protection offered through the federal fair housing law	Ongoing	CDBG	Citywide	DPR	BVCAP, PHA, RI Human Rights Commission

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City of Pawtucket, Rhode Island  
Comprehensive Community Plan

Economic Development  
Plan Element 3  
2003

Department of Planning and Redevelopment  
175 Main Street  
Pawtucket, RI 02860



## **Economic Development Plan Element 3**

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## **I. Goals, Policies and Actions**

### **Goals**

1. Assist in forming an economic base capable of providing a desirable standard of living, creating job opportunities, and fulfilling reasonable government tax needs.
2. Maximize employment opportunities for Pawtucket residents at all skill levels.
3. Continue to support the maintenance and expansion of existing businesses in Pawtucket.
4. Continue efforts to attract new, compatible economic development that is sensitive to Pawtucket's historic, cultural and environmental resources.
5. Provide the adequate infrastructure including utilities, roadways, and parking facilities, at appropriate locations for economic development activities.
6. Continue to promote Pawtucket as an artist-friendly community and as a tourist destination.
7. Maximize business opportunities locally for Pawtucket businesses.
8. Seek and promote local, state, and federal economic development initiatives that will assist Pawtucket businesses.

### **Policies**

1. Promote the City of Pawtucket's historic resources, arts, recreational and cultural amenities (e.g. Slater Park, Slater Mill Historic Site, Pawtucket Red Sox).
2. Encourage an on-going dialogue with existing Pawtucket businesses in order to formulate an economic policy based on their needs.
3. Participate in state and regional economic development initiatives.
4. Develop a strategy for actively recruiting new businesses to Pawtucket.
5. Support the Pawtucket Foundation and the Northern Rhode Island Chamber of Commerce in their efforts to encourage business development in Pawtucket.
6. Incorporate historic preservation/natural resource protection into development strategies for key areas of the City.
7. Support and encourage policies that entice artists, art organizations and art institutions to relocate to Pawtucket (e.g. live/work space, arts and entertainment district, etc.).
8. Encourage on-going programs and festivals that celebrate the City's history, culture and arts.

9. Support efforts to enhance educational opportunities for Pawtucket residents at all levels.
10. Encourage appropriate economic development along Pawtucket's riverfront.

**Actions**

1. Continue to support the efforts of the Pawtucket Business Development Corporation (PBDC) in providing assistance to area businesses through low interest loans, information, and referrals.
2. Support the efforts of local groups in promoting the character of Pawtucket and the Blackstone Valley through workshops, real estate marketing, and the provision of resource materials.
3. The City and the Pawtucket Redevelopment Agency should work together to seek opportunities for the acquisition and redevelopment of underutilized commercial and industrial properties for the expansion of economic development at appropriate locations.
4. The City should utilize the tax stabilization ordinance and other economic initiatives as a means to encourage the expansion of economic development.
5. The Department of Planning and Redevelopment should maintain a dialogue with existing business and industry by establishing a local business visitation program.
6. The Department of Planning and Redevelopment, in conjunction with the Pawtucket Foundation, should conduct a detailed inventory of existing businesses in the downtown.
7. The Department of Planning and Redevelopment should develop a portfolio of successful adaptive reuse projects involving historic mill structures for use as a marketing tool to fill vacant and under-utilized structures within the City.
8. The Department of Planning and Redevelopment, in conjunction with the Mayor's office, should continue participation in the "Sister Cities" program by continuing established relationships and looking for new opportunities to develop relationships with similar sized communities worldwide to foster commercial, industrial, and cultural exchanges.
9. The City together with the Blackstone Valley Tourism Council and the Pawtucket Foundation, should continue efforts to promote the City as a great place to work and live.
10. The City, the Northern Rhode Island Chamber of Commerce, PBDC and the Pawtucket Foundation should actively market downtown to the artist community. The presence of additional residents, galleries and restaurants is vital to the image and vitality of downtown.

11. Continue to support the Blackstone Valley Tourism Council and their efforts to promote Pawtucket and the Blackstone River Valley National Heritage Corridor as a tourist destination.
12. Continue to implement the goals and actions of the Riverfront Development Plan to attract appropriate, well-designed, pedestrian friendly uses to the Pawtucket waterfront.
13. Ensure that new commercial and industrial development is sensitive in style, scale and character to its neighboring uses.
14. The Department of Planning and Redevelopment should continue to work with RIDOT towards the completion of the linkage between the Pawtucket Industrial Highway and the proposed East Providence Industrial Highway.
15. The Department of Planning and Redevelopment should continue to meet with downtown business owners to continue efforts to ensure the parking needs of the area are met.
16. The Department of Planning and Redevelopment should continue to encourage new business and industry to locate within the City by preparing promotional marketing materials including continued website development.
17. The Department of Planning and Redevelopment should utilize federal and state programs and financial incentives to remediate and reuse brownfield sites within the City.
18. The Department of Planning and Redevelopment should continue to cooperate with New England Economic Development Services to maintain their land and building inventory for the City.
19. Actively recruit and provide funding to restaurants interested in locating in the City's Arts and Entertainment District.
20. Using the criteria established by the Governor's Growth Planning Council, designate a "growth center" within Pawtucket.
21. Assist local artist organizations and City agencies and departments in their efforts to develop, implement, and promote arts and cultural events in Pawtucket.

## **II. Community Profile and Needs Analysis**

### **A. Requirements**

The economic development element of the Comprehensive Plan must consider the following:

- Possible incentives and assistance to expand economic development;
- Effect of economic development on the region and on neighboring uses of land in the municipality;
- Ability of local infrastructure to provide facilities and serves essential to the operation of economic enterprises;
- Availability of suitable raw sites and the types of economic development best suited for such sites, taking into account soil capabilities, sensitive environmental factors and local or regional infrastructure;
- Availability of existing building space and type of economic development best suited to such space, with due consideration for compatibility with surrounding land uses;
- Requirements of the projected population for employment opportunities;
- Requirements of the projected population for goods and services.

### **B. Introduction**

While Pawtucket did experience growth during the 1980's, it was not the explosive growth experienced by the region as a whole. This economic expansion is somewhat surprising because it took place during a time of slow population growth. It was this slow population growth, combined with a shift away for the basic manufacturing employment and escalating property values, that ultimately left the City and the region vulnerable to the economic slow down of 1988-89, and the eventual recession of 1991. During the 1990's, Pawtucket experienced a continued decline in retail establishments and manufacturing jobs in the City but an expansion in other service businesses. There was a move from major metropolitan cities like Boston and Providence to Pawtucket by businesses and homeowners because of Pawtucket's available and affordably priced real estate. Despite the recent downturn in the national economy, this trend is expected to continue in Pawtucket.

Housing construction, stimulated by high real estate values, outstripped demand by 1987 and led to a sagging real estate market in the early 1990's. Developers, saddled with unsold housing inventories, began defaulting on mortgage payments. The rise in ill-advised real estate loans had in turn damaged banks and thrifts, which had significantly expanded their loan portfolios during the boom years. Pawtucket and the region as a whole has experienced a real estate boom in recent years with interest rates lower than they had been in decades and a housing market with more demand than supply. The lower interest rates enabled many moderate-income families to afford to own homes that they had not been able to afford previously. Cities like Pawtucket, with its smaller scale, older housing and relatively affordable real estate prices, became a primary market for many of these first time homebuyers.



## C. Regional Overview

Pawtucket is the fourth largest city in Rhode Island. Like all communities, Pawtucket's economy is built on an intricate web of inter-relationships that stretch far beyond the City's borders. It is through these interconnections that Pawtucket shares the cyclical prosperity and austerity of the larger region. At present, Pawtucket is feeling the tremors of a larger economic readjustment affecting all of New England. The 2000 census showed an unemployment rate in Pawtucket as 7.1%, as compared with 5.6% statewide and 5.7% in the Providence – Fall River – Warwick Metropolitan Statistical Area (MSA). The per capita income of Pawtucket (\$17,008) is still below the state average (\$21,688) and the MSA (\$21,309). This fact is likely based on the nature of Pawtucket's employed. The majority of Pawtucket's labor force is employed traditionally lower paying jobs like manufacturing and retail. Table 3.1 shows the breaks down of employment by industry for Pawtucket, the state and the MSA.

Table 3.1 Regional Employment by Industry

Industry	Pawtucket	Rhode Island	MSA
Agriculture, forestry, fishing, hunting and mining	0.2%	0.5%	0.5%
Construction	4.6%	5.4%	5.45
Manufacturing	25.7%	16.4%	16.9%
Wholesale trade	3.6%	3.4%	3.5%
Retail trade	13.1%	12.1%	12.1%
Transportation, warehousing, utilities	4.0%	3.9%	3.9%
Information	1.5%	2.3%	2.3%
Finance, insurance, real estate, and rental and leasing	6.2%	6.9%	7.1%
Professional, scientific, management, administrative, and waste management	6.6%	8.3%	8.0%
Educational, health and social services	18.8%	23.0%	23.2%
Arts, entertainment, recreation, accommodation, and food services	7.1%	8.6%	8.0%
Other services	5.1%	4.7%	4.7%
Public administration	3.7%	4.5%	4.5%

Census 2000

## D. Labor Force

The total labor force in Pawtucket decreased 4.4% from 1990 to 2000, as shown in Table 3.2 from 37,372 in 1990 to 35,745 in 2000, compared with a 0.5 percent increase in population over the same period.

Table 3.2 Labor Force, Participation Rate and Employment, 1980-2000

Year	Total Population	Total Employed Persons	Total Unemployed Persons	Unemployment Rate	Overall Participation Rate	Total Labor Force
1980	71,204	322	2,821	7.9%	46.2%	35,809
1990	72,644	34,296	3,076	8.2%	47.2%	37,372
2000	72,958	33,192	2,553	7.1%	45.5%	35,745
% Change (90-00)	0.5%	-3.2%	-17.0%	-13.5%	-3.7%	-4.4%

Census 2000

The percent of total population actively participating in the labor force decreased from 47.2% in 1990 to 45.5% in 2000, reflecting a decrease in the total labor force. Of the people in the labor force in 2000, 2,553 were unemployed. This represents a 17 percent drop in unemployment since 1990.

## E. Occupations

As shown in Table 3.3, the occupation of the largest percentage of Pawtucket residents in 2000 was the Services industry. The services industry, as defined by the Census, is made up of professional, scientific, management, administrative, and waste management services; educational, health, and social services; and arts, entertainment, recreation, accommodation and food services. This is a significant change from 1980 when the major industry category employer was manufacturing. Manufacturing is still the second largest industry employer category in Pawtucket, and as noted earlier, Pawtucket still has a large share of manufacturing employees regionally. Another interesting note is the addition of the information category, which is new in the 2000 Census.

Table 3.3 Occupational Categories of Employed Persons, 1980-2000

Industry	1980 Total Persons	1980 % of Total	2000 Total Persons	2000 % of Total	Net Change
Agriculture, forestry, fishing, hunting and mining	116	0.3%	67	0.2%	- 49
Construction	1,058	3.2%	1,530	4.6%	+ 472
Manufacturing	14,667	44.1%	8,543	25.7%	- 6124
Wholesale trade	1,224	3.7%	1,197	3.6%	- 27
Retail trade	5,216	15.7%	4,335	13.1%	- 881
Transportation, warehousing, utilities	1,300	3.9%	1,314	4.0%	+ 14
Information	-	-	493	1.5%	-
Finance, insurance, real estate, and rental and leasing	1,207	3.6%	2,051	6.2%	+844
Services	7240	21.8%	12,448	37.6%	+ 5208
Public administration	1,205	3.6%	1,214	3.7%	+ 9
Total	33,233	100%	33,192	100%	- 41

Census 2000

## F. Employment in Pawtucket

This section of the community profile addresses the employment available in Pawtucket, and does not necessarily reflect employment for Pawtucket residents rather, indicated jobs within the City that are available to anyone in the State or Region.

In 2000, there were 57 employers in Pawtucket who employed 100 or more people. Three of the top ten employers in the Blackstone Valley in 2000 were Pawtucket firms.

Table 3.4 Ten Largest Employers in Pawtucket

Employer	Employees
City of Pawtucket	2200
Memorial Hospital of Rhode Island	1650
Hasbro, Inc.	1025
Teknor Apex Company	650
Invensys Sensor Systems, Inc.	630
Blackstone Valley Chapter RIARC, Inc.	550
International Packaging Corp.	503
Paramount Cards, Inc.	475
Slater Dye Works, Inc.	450
Collette Travel Service, Inc.	350

Rhode Island Economic Development Corporation, 2002.

The following statistics are from a 2001 report of the Rhode Island Economic Development Corporation, Research Division:

- The number of jobs available in Pawtucket decreased from 31,481 in 1989 to 27,085 in 2000.
- Manufacturing lost 4,621 jobs in the 1990's.
- Service industries had the largest increase in employment opportunities with 1,808 new jobs from 1990-2000. Service industries now represent 31.1 percent of the employment opportunities in Pawtucket, up from 21.7 percent.
- Besides Agriculture, Forestry and Fisheries, Wholesale Trade is the smallest total employment in Pawtucket with 123, less than one percent of the City's total employment opportunities.
- Retail Trade saw a decrease in 635 jobs between 1990 and 2000 but still represents 15.9% of the City's total jobs.
- Construction added 208 jobs between 1990 and 2000, a 26% increase in ten years.
- Employment opportunities in Pawtucket peaked in 1990, decreased until 1993 where there was a slight increase until 1995 when opportunities decreased. In 2000 there was a slight increase in jobs available.

New commercial and industrial construction is one indicator of the growth of the City's economic base. The number of construction jobs fluctuated over the past ten years, as did the amount of commercial and industrial space constructed.

- New industrial construction peaked in 1991 with 60,280 square feet. Between 1992 and 2000, only 51,675 square feet of new industrial space was constructed.
- Commercial construction peaked in 2000 with 226,920 square feet, representing 66.5% of new commercial construction taking place between 1990 and 2000.
- Residential construction slowed significantly from 74 new units constructed in 1990 to only 18 new units constructed in 2000. This could be due in part to lack of vacant buildable lots available in Pawtucket.

## G. Employment Trends and Projections

Table 3.5 shows changes in employment for selected industry groups since 1980. Projections indicate that service industries will continue to be a growth area as far as employment is concerned. Manufacturing is expected to decline but not as much as the past decade.

Table 3.5  
Existing Jobs in Pawtucket, 1980-2000

Industry	1980 Total Persons	1980 % of Total	1990 Total Persons	1990 % of Total	2000 Total Persons	2000 % of Total	Net Change 1980-2000
Agriculture, forestry, fishing, hunting and mining	32	0.1%	45	0.1%	50	0.2%	+18
Construction	1,102	4.1%	794	2.5%	1,002	3.5%	- 100
Manufacturing	16,848	63.3%	16,190	50%	11,569	40.7%	- 5279
Wholesale/Retail trade	6,438	24.2%	6,882	21.2%	4,620	16.3%	- 1818
Transportation, warehousing, utilities	838	3.1%	480	1.5%	1,464	5.2%	+ 626
Finance, insurance, real estate, and rental and leasing	767	2.9%	992	3.1%	869	3.1%	+102
Services	5,802	21.8%	7,024	21.7%	8,832	31.1%	+ 3030
Total	26,613	100%	32,407	100%	28,406	100%	+1793

Rhode Island Economic Development Corporation, 2001

Manufacturing has historically been the mainstay of employment in Pawtucket, and despite the decline in manufacturing in the City, it should remain the largest employer for some time. The Services category is the next largest sector of employers and is expected to grow over the next decade.

## H. Industrial Development

There are approximately 862 acres of industrially zoned land in the City of Pawtucket on 15 sites. This represents just over 15 percent of the City's total acreage (5,717 acres). 814 acres of the 862 acres (94.4 percent) are developed for industrial and other uses. The remaining 48 acres are vacant, but may not be developable due to environmental, access or other constraints. In addition to the environmental constraints, much of the vacant industrial land is found at scattered, small and often inaccessible sites throughout the City. The Rhode Island Industrial Land Use Plan of 2000, found only 30 acres of vacant industrial land with complete utilities and no environmental constraints but even this land was found to have only moderate potential for further industrial development. (Rhode Island Industrial Land Use Plan, 2000). Pawtucket's greatest industrial development potential lies with in its mill space. Most of the 3-4 million square feet of mill space is already totally occupied. Those that are only partially occupied usually have the upper, more difficult to access floors vacant.

## I. Tax Base

It is widely accepted that residential development does not "pay its own way", that is, the cost of services demanded by the typical residential use is not met by the amount of taxes they pay to the City. Therefore, most residential development is a drain on the City's resources. To offset the drain of residential development, a strong industrial and commercial base is necessary. According to RIGIS and RIPEC 2000 estimates, approximately 20.7% of Pawtucket's total land area is devoted to commercial and industrial uses. A breakdown of the real estate assessments is shown in Table 3.6.

Table 3.6  
Real Estate Tax Assessments, 2001

Use	Total	Percent
Single Family	\$891,229,830	42.6%
Two to Five Family	\$556,265,400	22.6%
Multi-Family 6+	\$131,079,760	6.3%
Condominiums	\$18,010,200	0.9%
Mobile Homes	\$5,178,600	0.2%
Commercial	\$293,313,460	14.0%
Industrial	\$138,261,290	6.6%
Utility/Railroads	\$13,210,860	0.6%
Vacant Land (Residential)	\$18,396,280	0.9%
Vacant Lane (Commercial)	\$25,829,170	1.2%
Total	\$2,090,774,850	100%

Pawtucket Tax Assessor, 2003

Residential uses account for 42.6 percent of the real estate tax base, commercial real estate comprised 14 percent, and industrial land accounted for 6.6 percent of the total real estate assessments. Increasing the amount of developed non-residential property will enable the City to maintain the high level of service it currently enjoys without significantly increasing service demand.

## J. Retail Sales

Data on retail activity at the community level is not always reliable therefore it is difficult to evaluate the City's retail performance. Statewide, there has been a rise in retail complexes, clustering a variety of retail establishments in one area or along one route. Retail is not one of Pawtucket's strongest employers and is not the focus of recruitment efforts the way the arts community has been over the past few years. However, if a retail establishment is interested in locating in Pawtucket, they will certainly receive resource assistance from the City.

## K. Income Levels

According to the 2000 census, the median household income in Pawtucket was \$31,775. Table 3.7 illustrates household income by number of households.

Table 3.7  
Income Levels 2000

Income	# of Households	% of Households
Less than \$10,000	4,608	15.3%
\$10,000-\$14,999	2,901	9.7%
\$15,000-\$24,999	4,477	14.9%
\$25,000-\$34,999	4,307	14.3%
\$35,000-\$49,999	4,872	16.2%
\$50,000-\$74,999	5,150	17.1%
\$75,000-\$99,999	2,185	7.3%
\$100,000 or more	1,542	5.1%

Census 2000

Median *family* income in 2000 was \$39,038. The 2000 census shows that 12,131 individuals have incomes below the poverty level, 16.8% percent of the City's population. 2,752 families, approximately 14.9% of all families had incomes below the poverty level. There were 1,806 families (40.2%) with female householder, no husband present living below the poverty level.

In 2000, Pawtucket's median household income was \$31,775, which is 36<sup>th</sup> of 39 towns in the State. Median household incomes for other towns in the region are as follows: North Providence - \$39,721, Cranston - \$44,108, Johnston - \$43,514, East Providence - \$39,108, Providence - \$26,867, and Central Falls - \$22,628. The statewide median household income in 2000 was \$42,090. Since the 1960's, Pawtucket has consistently been below the State's median family income.

## L. Downtown

Pawtucket's downtown has been the subject of numerous studies and has been the focus of redevelopment efforts in the past. Over the past decades, many of the past efforts of the City had not flourished as anticipated. That is until the creation of the City's Arts and Entertainment District. In 1998, the Rhode Island General Assembly passed a law establishing an Arts and Entertainment District in an area of the City that encompasses the downtown and mill district areas (approximately 307 acres). Designated as a model development project, the State and City provide significant tax

incentives to artists selling original art, who live and work within the district, and to art galleries that are established within the district boundaries.

Since January 1, 1999, state sales tax exemptions can be obtained for artworks sold within the arts and entertainment district for “one-of-a-kind” or limited production works of art. The law also exempts artists living and working within the newly created district from state income tax on the income generated from their creative work as an artist, writer, dance, composer/performer, sculptor, painter, photographer, actor, etc.

To be eligible to participate, a certificate of residency or location must be obtained from the City of Pawtucket Department of Planning and Redevelopment with final approval from the Rhode Island Department of Taxation. The City’s Department of Planning and Redevelopment maintains an extensive inventory of available commercial and industrial space within the arts and entertainment district to provide those interested relocating, information on properties that may be available for use as gallery or studio space.

Plans are also ongoing to develop an educational/arts cluster in that area of downtown containing Tolman High School, the Pawtucket Armory and existing industrial properties on Exchange Street. The Pawtucket City Council approved the Sandra Feinstein-Gamm Theatre’s proposal to use the Armory as a Performing Arts Center. There are also plans to convert the former J & K Sales building into approximately 55 live work condominiums. Stone Soup Coffeehouse, a venue for musical performers, has relocated to the Slater Mill Historic Site and has been very successful.

Another economic development initiative involves developing waterfront property along the Blackstone River. The City is in the process of implementing a comprehensive riverfront plan to bring economic vitality and enhance the quality of life through developing recreation activities. The City has already rezoned all the land along the Blackstone River, including that which runs through downtown, to encourage appropriate use of Pawtucket’s currently underutilized waterfront. The new zoning calls for Design Review before the Riverfront Commission for new construction and rehabilitation. A bike path along the Blackstone River is also moving forward.

Finally, just off the Exchange Street Bridge, a local developer rehabilitated the former Carol Cable Company riverfront property (114,000 square feet) with City and State assistance made available through the Rhode Island Mill Building and Revitalization Act. Owners of “certified mill buildings” are eligible to receive tax incentives to revitalize mill property. Among the tenant of this once vacant mill complex are the State Department of Children, Youth and Families, The Rhode Island Office of Representative Patrick Kennedy, and a medical practice.

The additional downtown residents, along with increased activity in the downtown area, are expected to help revitalization efforts significantly.

### **III. Summary of Major Issues**

Pawtucket's economy is built on an intricate web of inter-relationships that stretch far beyond the City's borders. Cooperation with local and regional business resource groups will help the City find its niche and help the City cope with the larger economic readjustment affecting all of New England.

Manufacturing has historically been the mainstay of employment in Pawtucket and is likely to remain as such. However, the City will have to take a more active role in maintaining its industrial base. To facilitate expansion of industries, which are likely to remain strong, the City should continue with its business retention program that emphasizes communication between businesses and local government. The City should also recognize that manufacturing jobs will continue to be lost and should help displaced workers find the retraining they need to continue in the workforce.

Pawtucket does not have a great deal of vacant industrial land suitable for development. The City has an estimated 1 million square feet of vacant industrial space found in existing mill structures as shown by a detailed mill inventory conducted by the City. This vacant space is mostly on upper floors and may not be conducive to industrial uses but may be perfect for studio or gallery space.

It is anticipated that Pawtucket's downtown will soon experience a great deal of growth and redevelopment. The combination of the existing Visitors Center and Slater Mill Historic Site, the new Arts and Entertainment District, the proposed Performing Arts Center, the Riverfront Redevelopment Plan and the bike path is likely to attract many more people and additional investment and businesses to downtown than in the past several decades. The City should continue to focus on implementing the Riverfront Redevelopment Plan and attracting additional artists downtown to take advantage of the tax incentives. The additional people and infrastructure downtown is likely to attract more restaurants and services, filling up empty storefronts and underutilized buildings.



IV. Implementation Plan

ACTION	TIME FRAME	FUNDING	FOCUS AREA	COORDINATION	PARTNERS
Continue to support the efforts of the Pawtucket Business Development Corporation (PBDC) in providing assistance to area businesses through low interest loans, information and referrals.	Ongoing	PBDC Revolving Loan Fund, Community Development Block Grant (CDBG), City Budget	Citywide	PBDC	DPR, Area Lenders, Regional and State Economic Development Entities
Support the efforts of local groups in promoting the character of Pawtucket and the Blackstone Valley through workshops, real estate marketing, and the provision of resource materials.	Ongoing	PBDC, City Budget	Citywide	Department of Planning and Redevelopment (DPR)	PBDC, Blackstone Valley Tourism Council (BVTC), Blackstone River Valley National Heritage Corridor (BRVNHC)
The City and the Pawtucket Redevelopment Agency (PRA) should work together to seek opportunities for the acquisition and redevelopment of underutilized commercial and industrial properties for the expansion of economic development at appropriate locations.	Ongoing	CDBG, PBDC Revolving Loan Fund, City Budget	Citywide	DPR	PRA, PBDC
The City should utilize the tax stabilization ordinance and other economic initiatives as a means to encourage the expansion of economic development.	Ongoing	City Budget	Citywide	Pawtucket City Council	DPR, Tax Assessor, Mayor’s Office
DPR should maintain a dialogue with existing businesses and industry by establishing a local business visitation program.	Ongoing		Citywide	DPR	Mayor’s Office, Rhode Island Economic Development Corporation (RIEDC), Other City Departments
The DPR, in conjunction with the Pawtucket Foundation, should conduct a detailed inventory of existing businesses in the downtown.	1-3 years		Downtown	DPR	Pawtucket Foundation, PBDC, Northern Rhode Island Chamber of Commerce
The DPR should develop a portfolio of successful adaptive reuse projects involving historic mill structures for use as a marketing tool to fill vacant and under-utilized structures within the City.	Ongoing		Nationwide	DPR	Pawtucket Foundation, Rhode Island Historic Preservation and Heritage Commission, RIEDC
DPR, in conjunction with the Mayor’s office, should continue participation in the “Sister Cities” program by continuing established relationships and looking for new opportunities to develop relationships with similar sized communities worldwide to foster commercial, industrial, and cultural exchanges.	Ongoing		Worldwide	Mayor’s Office	DPR, BVTC
The City, together with the Blackstone Valley Tourism Council and the Pawtucket Foundation, should continue efforts to promote the City as a great place to work and live.	Ongoing	City Budget, BRVNHC	Citywide	DPR	BVTC, BRVNHC, Pawtucket Foundation, Northern Rhode Island Chamber of Commerce, Local Artist Organizations
The City, the Northern Rhode Island Chamber of Commerce, PBDC and the Pawtucket Foundation should actively market downtown to the artist community. The presence of additional residents, galleries, and restaurants is vital to the image and vitality of downtown.	Ongoing	City Budget	Downtown Arts and Entertainment District	DPR	PBDC, Northern Rhode Island Chamber of Commerce, PRA, Local Artist Organizations
Continue to support the Blackstone Valley Tourism Council and their efforts to promote Pawtucket and the Blackstone River Valley National Heritage Corridor as a tourist destination.	Ongoing	BRVNHC, BVTC	Citywide	BVTC	DPR, BRVNHC, Pawtucket Foundation, Northern Rhode Island Chamber of Commerce, Local Artist Organizations

ACTION	TIME FRAME	FUNDING	FOCUS AREA	COORDINATION	PARTNERS
Continue to implement the goal and actions of the Riverfront Development Plan to attract appropriate, well-designed, pedestrian friendly uses to the Pawtucket waterfront.	1-5 years		Pawtucket Riverfront	DRP	Riverfront Commission, PRA, Riverfront Property and Business owners
Ensure that new commercial and industrial development is sensitive in style, scale and character to its neighboring uses.	Ongoing		Citywide	DPR	Mayor's Office, Department of Building and Code Enforcement
The DPR should continue to work with RIDOT towards the completion of the linkage between the Pawtucket Industrial Highway and the proposed East Providence Industrial Highway.	1-5 years	Transportation Improvement Program	Industrial Highway Linkage	DPR	Rhode Island Department of Transportation, City of East Providence
DPR should continue to meet with downtown business owners to continue efforts to ensure the parking needs of the area are met.	1-5 years	PRA, City Budget, State, Federal and Private Funding Sources	Downtown	DPR	Downtown Property Owners, Mayor's Office, Pawtucket Foundation, Pawtucket Traffic Engineering, Pawtucket Police Department
DPR should continue to encourage new business and industry to locate within the City by preparing promotional marketing materials including continued website development.	Ongoing	City Budget, BRVNHC	Citywide	DPR	Mayor's Office, Pawtucket Data Processing, BVTC, PBDC
DPR should utilize federal and state programs and financial incentives to remediate and reuse brownfield sites within the City.	Ongoing	Environmental Protection Agency (EPA), Rhode Island Department of Environmental Management (RIDEM), City Budget, Brownfield Property Owners	Brownfield Sites Citywide	DPR	EPA, RIDEM, Brownfield Property Owners, RIEDC
DPR should continue to cooperate with New England Economic Development Services to maintain their land and building inventory for the City.	Ongoing	CDBG, City Budget	Citywide	PBDC	DPR, New England Economic Development Services, Tax Assessor
Actively recruit and provide funding to restaurants to locate in the City's Arts and Entertainment District.	Ongoing	PBDC	Downtown Arts and Entertainment District	PBDC	DPR, Real Estate Agents, Local Banks, Restaurant Design Companies
Using the criteria established by the Governor's Growth Planning Council, designate a "growth center" within Pawtucket.	1 year		Growth Center	DPR	Pawtucket Foundation, Governor's Growth Planning Council, Grow Smart Rhode Island
Assist local artist organizations and City agencies and departments in their efforts to develop, implement, and promote arts and cultural events in Pawtucket.	Ongoing	City Budget	Citywide	DPR	Pawtucket Public Library, Department of Public Works, Division of Parks and Recreation, Mayor's Office, Pawtucket City Council, Local Artist Organizations

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City of Pawtucket, Rhode Island  
Comprehensive Community Plan

Natural and Cultural Resources  
Plan Element 4  
2003

Department of Planning and Redevelopment  
175 Main Street  
Pawtucket, RI 02860



## Natural and Cultural Resources Plan Element 4

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## **I. Goals, Policies and Actions**

### **A. Goals for Natural Resources**

1. Protect and improve ground and surface water quality by alleviating and where possible eliminating point and non-point sources of water pollution.
2. Preserve biological diversity through the protection and management of state and federally listed rare species habitat areas and ecologically significant natural communities.

#### **Policies**

1. Use reduced salt level for winter snow and ice removal on city streets and sidewalks, and properly site and manage salt storage to prevent adverse water quality impacts.
2. Require the monitoring and replacement, where necessary, of overage and leaking underground storage tanks, in accordance with RIDEM, Division of Groundwater Resources regulations.
3. Monitor the status of former landfill sites, existing junkyards and other sites and activities that pose dangers to public drinking water supplies.
4. Require compliance with local, state and federal regulations for the storage and use of chemical substances.
5. Utilize best management practices for design of new storm water management systems and regularly maintain the existing storm water management and drainage systems through cleaning catch basins and scheduled street cleaning.
6. Require large parking lots to utilize best management practices for storm water management, eliminating water quality impacts and allowing only zero net increases in runoff prior to discharge to the municipal drainage system.
7. Work cooperatively with State agencies and regional authorities to correct the problem of combined sewer overflows.
8. Assess, working with the RIDEM, the water quality impacts of material salvage yards found along the Blackstone and Moshassuck Rivers and implement mitigation measures as required.
9. Maintain a file of current information on unique, rare and endangered natural resources as provided by State and Federal Agencies.

#### **Actions**

1. Work with the Department of Public Works to implement RIDEM's requirements for stormwater runoff.

2. Support the efforts of local watershed organizations in protecting water quality and species habitat.
3. Continue to work with the Pawtucket Water Supply Board in implementing their Water Supply Management Plan.
4. Continue to work with the Department of Public Works to minimize the use of salt on watershed roadways.
5. Continue to maintain and update information on unique, rare, and endangered natural resources within the City.

## **B. Goals for Cultural Resources**

1. Preserve or assess archaeological resources to expand the body of knowledge about the pattern of Rhode Island settlement and the people of those settlements.
2. Preserve and use, or adaptively reuse structures or sites in the National Register of Historic Places, in the Local Historic District, or other structures and sites of historic significance to the city.
3. Preserve the integrity of historic neighborhoods where most of the residential structures are more than 70 years old.
4. Continue efforts to promote the history of Pawtucket through educational programs at the Slater Mill Historic Site and throughout the City.
5. Support artist and arts initiatives that further enhance cultural resources in Pawtucket.

## **Policies**

1. Continue to research, map and predict archeological sites throughout the City.
2. Encourage city departments and agencies to promote reuse and redevelopment of existing structures over new construction.
3. Continue to identify and document historic resources within the City.
4. Expand the local historic districts where appropriate.
5. Encourage a reuse of vacant structures of historic or architectural interest. This includes residential, commercial, and industrial resources.
6. Support reuse and rehabilitation of mill buildings for housing and commercial use as appropriate.

7. Work with owners of historic properties to provide financial and rehabilitation information in order to help insure the building's survival.
8. Prevent overcrowding of neighborhoods by following the density standards of the Zoning Ordinance.
9. Encourage the renovation of two and three-family residential buildings, preserving where possible the original architectural features of the buildings.
10. Encourage owner occupancy of multi-family structures.
11. The City should work with the Slater Mill to facilitate improvements to the surrounding area, establish complementary and cooperative activities, and to protect the character of the area through appropriate zoning.
12. Coordinate activities with the BRVNHC Visitor Center to promote visitorship at the Slater Mill and other area attractions.
13. Encourage the clustering of historic, cultural, and educational resources at and near the location of the Slater Mill site and the Visitor Center on Main Street.
14. Continue to support the historic preservation efforts and programs of the Preservation Society of Pawtucket
15. Continue to market the Arts and Entertainment District to artists and the arts community as an incentive to relocate to Pawtucket.

### **Actions**

1. Adopt site plan regulations to require archaeological surveys at National Register and National Register eligible sites.
2. Establish a cemetery commission to promote the preservation and enhancement of the city's cemeteries.
3. Continue to examine and survey Pawtucket buildings for inclusion in the National Register and in the Local Historic District.
4. Map historic resources using Geographical Information Systems (GIS) as part of a program to locate and identify historic sites and structures.
5. Adopt design review guidelines and criteria for new and existing structures in the Local Historic District, and structures on the National Register.
6. Promote state and federal financial incentives to encourage the reuse of viable, vacant structures deemed historically significant.
7. Using the Pawtucket Mill Building Survey (1990, reprinted 1995) published by the Preservation Society of Pawtucket (PSP), provide information to potential

developers about available incentives for the rehabilitation of vacant or underused industrial buildings.

8. Explore the availability of brownfields funding as it applies to industrial buildings and sites in Pawtucket.
9. Encourage preservation of historic buildings over new construction where appropriate.
10. Offer design assistance through the Department of Planning and Redevelopment to developers and owners of historic structures in the city.
11. Continue to provide financial incentives for landlord occupied multi-family historic housing.
12. Support the educational efforts of Pawtucket Preservation Society and the Rhode Island Historical Preservation and Heritage Commission through by encouraging attendance at preservation workshops and technical seminars for contractors, tradesmen, and building owners on the preservation of the architectural character of their properties.
13. Explore lead-safe guidelines that work with, as opposed to removing, historic fabric on historic properties.
14. Continue the partnership between the City, Pawtucket Redevelopment Agency and the Rhode Island Historical Preservation and Heritage Commission to provide low interest loans for house repairs through the Historic Properties Rehabilitation Initiative.
15. Encourage nonprofit housing organizations to utilize plans and specifications from the RIHMFC affordable housing design context, "Design Rhode Island," and provide information packets to private developers who may wish to purchase plans and specifications from the participants.
16. Continue the cooperation of the Visitor Center, Slater Mill site, and the PSP to promote heritage tourism efforts in Pawtucket.
17. Explore funding opportunities for a full-time preservation director at the Preservation Society of Pawtucket
18. Continue to support artist initiatives in the Arts and Entertainment District.
19. Support the efforts of the Pawtucket Armory Association in their efforts to rehabilitate and reuse the Pawtucket Armory as a Performing Arts Center.

## **II. Community Profile and Needs Analysis**

### **A. Introduction**

This section of the Comprehensive Plan is a two-fold examination of the natural resources of Pawtucket and the major cultural resources of the community. The use, and sometimes abuse, of the natural resources of the City is a process that has been on-going since the first settlement of the area in 1671 by Joseph Jenks. The City of Pawtucket has gradually expanded to a point where the City area of 8.9 square miles is over 90% developed and this trend is continuing.

### **B. Land Resources**

#### **Geology**

This general description of the area consists of a discussion of the local bedrock and surficial geology. These natural features have influenced Pawtucket's development and are a consideration for future development. The presence of stable soils for building foundations and the absence of hazardous features have contributed to the developed character of the City.

Topographically, Pawtucket can be described as a section of a broad coastal plain varied by two low hills and occasionally steep banks along the three southward flowing rivers, the Moshassuck, the Blackstone and the Ten Mile. Local relief is about 100 feet. The highest elevation, 182 feet, is reached on Windmill Hill in the City's southwestern corner.

Underlying the glacial silt, sand, gravel and boulders that cover most of the City are sedimentary rocks (shale or conglomerate), approximately 350 million years old, of the Pennsylvania Period. There are outcrops of the formation visible from the Main Street Bridge in the channel of the Seekonk River and at the Blackstone River Falls. Eighteenth century drawings of the area show an extensive rock outcrop at the Falls (Main Street Bridge) that was used for fishing by the Indians. Later construction of foundation walls has reduced the extent of the visible rock outcrop.

The bedrock formation in most of Rhode Island is overlain by layers or deposits of unstratified and stratified drift left some 10,000 to 12,000 years ago by melting glaciers. Stratified drift or outwash is the name given to layers of sorted sand, gravel, clay, and boulders, while unstratified drift, or till, is the same unsorted material.

Approximately 80 percent of Pawtucket is covered by stratified drift, and it is deeper in the channel of the ancestral Pawtucket/Seekonk and Blackstone Rivers. Generally, the stratified drift or outwash is less than fifty feet thick, and it reaches a maximum of one hundred fifty feet in the river channels. Only the higher elevations of Pawtucket, in the Oak Hill Area and near Windmill Hill on the Providence border, have unsorted till.

#### **Soil**

The formation of soil cover is a process that takes thousands of years, and the resulting soil is a unique product of physical, chemical, and geological conditions. As the previous section has described, Pawtucket was covered with material deposited during a period of glaciation, and the soil cover in the area is the result of many forces acting to

transform sand and gravel into soil. Rhode Island is fortunate that the entire state has been mapped by the Department of Agriculture's Soil Conservation Service and the Rhode Island Agricultural Experiment Station.

The major soil types are listed in Table 4.1. The table shows that two major soil types combine to make up 70 percent of the Pawtucket area. These two types are the Merrimack Sandy Loam Series and Windsor Loam Sand Series. On the average, the soil is six feet in depth.

Table 4.1  
Major Soil Types, Pawtucket, Rhode Island

Soil Type	Acres	Percentage
Merrimack Sandy Loam Series	2875	53.1
Windsor Loam Sand Series	1115	20.6
Paxton Sandy Loam Series	515	9.5
Hinckley Gravelly Sandy Loam	410	7.5
Cut and Fill	305	5.6
Miscellaneous Soil Groups	170	3.1
Landfills	20	0.6
Total Area in Acres	5410	100%

U.S. Department of Agriculture, Soil Survey of Rhode Island, 1981.

For the purposes of community planning and development, the two largest soil types comprising nearly 75 percent of the City present only slight obstacles to building site development. The only problem being that shallow excavations have a tendency to cave inward. Generally, the areas that are underlain by stratified drift have easy grading and protection from frost-heaving of foundations. Most other soils found in Pawtucket pose few serious constraints, meaning that more than 90 percent of the City is suitable for development.

### **Agricultural Land**

While at one time there were larger farms located in Eastern Pawtucket, that day has long passed. The major soil group in the City identified in Table 4.1 is not noted as being highly productive for agricultural uses.

### **Man-Made Areas**

Development of the City over the past 300 years has resulted in ponds and marshes being filled and extensions of man-made fill into river and tidal areas. Many of the modifications have occurred so long ago that the public today is unaware of the changes that have been made.

There were several ponds located in the area now occupied by a small industrial park and McCoy Stadium. These ponds were drained by Bucklin Brook, which flowed southwesterly and into the Pawtucket River near Beverage Hill Avenue. This area has been transformed so that building with the proper foundation is possible. Another area with extensive fill is the land in the Moshassuck Valley.

### **Freshwater Wetlands**

There is a series of freshwater wetlands totaling approximately 106 acres adjacent to the City's river systems. The largest extent of wetlands is on the Ten Mile River System and the Moshassuck River. Those wetland areas are used extensively by migrating

waterfowl. For the purposes of general planning, the location of wetlands can be determined by using U.S. Geological Survey topographic maps and information from Rhode Island Geographic Information Systems. It is the responsibility of public and private entities and developers to submit applications to the Freshwater Wetlands Section of the Department of Environmental Management for development projects within 200 feet of a stream greater than 10 feet wide, 100 feet of stream less than 10 feet wide, or within 50 feet of a pond or wetland.

### **Forest and Wooded Areas**

Pawtucket has minimal vacant land throughout the City. As the City developed, forestland was converted into farmland and then into house lots. The amount of land that can be classified as forestland or wooded is very small, less than 300 acres. Common tree types are oak, maple, and miscellaneous deciduous varieties.

A way for the City to incorporate trees appropriately into the landscape is through the installation of street trees. Street trees are of great value in an urban environment. This fact has been recognized by the City and the Department of Public Works, which, over the past decade, has been using City and other funds, to install street trees in more areas of the City. Also, the Zoning Ordinance mandates new landscaped areas and trees be installed in parking lots over 4 spaces and in overall developments occurring on 20,000 or more square feet.

### **Coastal Features**

The Blackstone River ends at the falls under the Main Street Bridge and from that point, the Pawtucket/Seekonk River widens out as the northern most extension of Narragansett Bay. The river shoreline is tidally affected as far north as the Pawtucket Falls at Main Street. The shoreline is largely confined to man-made retaining walls from the Falls to the southern terminus of the former state pier on the eastern shore and to the vicinity of the Max Read Field on the western shore. The immediate upland areas that are not developed are characterized by steep embankments along most of the shore.

The Rhode Island Coastal Resources Management Council reviews construction and physical alterations that affect the coastal areas of Rhode Island. Although Pawtucket does not have an extensive shoreline, the same basic regulatory process is in effect for the City's coastal feature, the Pawtucket/Seekonk River. Certain major industrial activities as well as all proposed actions within 200 feet of the tidal area shoreline require review by the Coastal Resources Management Council.

## **C. Water Resources**

Water resources serve many purposes in the community such as providing sources of drinking water, powering industrial uses, furnishing recreational opportunities, allowing transportation, and giving aesthetic pleasure. It was the presence of the Blackstone River that attracted the founding settlers to the City. They saw the river as an instrument to turn the power wheels and shafts of the first industries in Pawtucket. For 170 years, the riverfront area of the Blackstone River was extensively used for industrial purposes, and there are the remains of a number of structures from the era when industries were located on the riverfront. In the mid-1990's, the City commissioned the Riverfront

Development Plan to guide the redevelopment of the waterfront. The implementation of the recommendations from that plan remains ongoing.

Pawtucket lies within the drainage basin of two major systems, the Blackstone River and the Narragansett Bay/Seekonk River System. Additionally, there are two other minor rivers, the Moshassuck and the Ten Mile River that flow through Pawtucket. An extensive amount of research has been completed to determine the conditions of the Blackstone River and the Narragansett Bay, such as the amount and types of discharges entering the waterways, their suitability for drinking water and other purposes, determining an overall rating for their condition and recommending improvements. It is expected that as the land uses adjacent to the rivers becomes less industrial in nature, the quality of the water will improve.

### **Groundwater Resources**

Most of the City is covered with glacial materials that are favorable for the storing and the movement of subsurface water or groundwater. This feature is also present in Cumberland, Rhode Island along the course of the Abbott Run Brook, which is of critical importance to Pawtucket's public drinking water supply. Pawtucket and the Abbott Run Brook have an extensive amount of stratified drift aquifer and also hold groundwater reservoirs. The groundwater reservoirs are the part of the aquifer, where there is the greatest potential for water supply development.

The Pawtucket Water Supply Board draws over 2.0 million gallons daily from wells in the Valley Falls area of Cumberland. However, there is presently very little water being withdrawn from the groundwater resources within the City of Pawtucket. This is because of the presence of a citywide water system that uses mainly surface water reservoirs in the Town of Cumberland. This surface water system has been able to meet the water demands of three communities; Central Falls, Cumberland and Pawtucket, all served by the Pawtucket Water Supply Board.

Having a groundwater supply within the borders of Pawtucket is fortunate but it has been found that the groundwater is not suitable for drinking without further treatment because of the concentration of industrial and commercial uses in the City.

### **Surface Water Quality**

All the waters in the state have been classified by the Department of Environmental Management based on the suitable use of that water body. Table 4.2 defines each class for fresh and seawater. The classifications are based upon a number of physical and water quality parameters. If it is determined that a certain body of water does not meet the water quality criteria for its classification, that body of water is then considered to be out of compliance with its classification, or impaired.

Table 4.2  
Water Quality Standards, State of Rhode Island, Freshwater

Class A	Suitable for public drinking water supply, primary and secondary contact recreational activities, fish and wildlife habitat. Suitable for compatible industrial processes and cooling, hydropower, aquaculture uses, navigation, irrigation, and other agricultural uses. Class A waters used for public drinking water supply may be subject to restricted recreational use by State and local authorities.
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Class B	Suitable for fish and wildlife habitat, primary and secondary contact recreational activities. Suitable for industrial processes and cooling, hydropower, aquaculture uses, navigation, irrigation, and other agricultural uses. Certain Class B waterbody segments may have partial use designations assigned to them.
Class B1	Suitable for fish and wildlife habitat, primary and secondary contact recreational activities. Suitable for industrial processes and cooling, hydropower, aquaculture uses, navigation, irrigation, and other agricultural uses. Primary recreation activities may be impacted due to pathogens from approved wastewater discharges. However all Class B criteria must be met. Certain Class B1 waterbody segments may have partial use designations assigned to them.
Class C	Suitable for fish and wildlife habitat, primary and secondary contact recreational activities. Suitable for industrial processes and cooling, hydropower, aquaculture uses, navigation, irrigation, and other agricultural uses.

State of the State's Waters Report, DEM, 2002.

#### Saltwater

Class SA	Suitable for shellfish harvesting for direct human consumption, primary and secondary contact recreational activities, and fish and wildlife habitat. Suitable for aquaculture uses, navigation and industrial cooling. Certain Class SA waterbody segments may have partial use designations assigned to them.
Class SB	Suitable for primary and secondary contact recreational activities, shellfish harvesting for controlled relay and depuration, and fish and wildlife habitat. Suitable for aquaculture uses, navigation and industrial cooling. Certain Class SB waterbody segments may have partial use designations assigned to them.
Class SB1	Suitable for primary and secondary contact recreational activities and fish and wildlife habitat. Suitable for aquaculture uses, navigation and industrial cooling. Primary recreation activities may be impacted due to pathogens from approved wastewater discharges. However all Class SB criteria must be met. Certain Class SB1 waterbody segments may have partial use designations assigned to them.
Class SC	Suitable for primary and secondary contact recreational activities and fish and wildlife habitat. Suitable for aquaculture uses, navigation and industrial cooling.

State of the State's Waters Report, DEM, 2002.

#### Partial Uses

CSO (a)	These waters will likely be impacted by combined sewer overflows in accordance with approved CSO Facilities Plans and in compliance with rule 19.E.1 of the Water Quality Regulations and the Rhode Island CSO Policy. Therefore, primary contact recreational activities; shellfishing uses, and fish and wildlife habitat will likely be restricted.
Concentration of Vessels (b)	These waters are in the vicinity of marinas and/or mooring fields and therefore seasonal shellfishing closures will likely be required as listed in the most recent (revised annually) RIDEM document entitled "Shellfish Closure Areas". For Class SA waters, all SA criteria must be attained at all times.

State of the State's Waters Report, DEM, 2002.

There are two ways to define pollution sources, point and non-point source pollution. Point source pollution is liquid that is discharged from a pipe or conduit directly into a waterway. Non-point source pollution refers to many sources of contaminants, nutrients, and pathogens that are not from an identifiable "pipe source". Non-point pollution is closely associated with land development.

#### Surface Water Resources

The Blackstone River bisects the City into two roughly equal parts and meets the uppermost extension of Narragansett Bay known as the Pawtucket River. The Ten Mile River flows on the eastern boundary of the City with Massachusetts, and eventually

flows into the Seekonk River in East Providence. On the west side of the City is the Moshassuck River, which begins in Lincoln, and was once used as part of a canal to Worcester in the 1840's. While not in Pawtucket, the Abbott Run Brook in Cumberland and Massachusetts brings water from reservoirs in Cumberland to the water treatment plant in the Valley Falls section of Cumberland, and for this reason, it is important for Pawtucket.

#### Blackstone River Basin

The Blackstone River, bordered by six Rhode Island cities and towns, is the area's major river. One RIDEM classified segment of the Blackstone River flows through Pawtucket. That is the portion of the Blackstone from the combined sewer overflow outfall located at River and Somoset Streets in Central Falls to the Slater Mill Dam. This water is classified as B1(a). Refer to Table 4.2, Water Quality Standards for uses and restrictions for this water classification. The entire length of Blackstone is considered impaired by according to RIDEM's Year 2000, List of Impaired Waters. However, a Total Maximum Daily Load (TMDL) or a control action functionally equivalent to a TMDL has been developed for a portion of these waters and implementation is underway which will result in the attainment of the water quality standards but not for at least two more years. The other sections of the Blackstone River are considered targeted and a TMDL is underway.

The Abbott Run Brook originates in Wrentham, Massachusetts, and flows through the Diamond and Abbott Run reservoir, Robin Hollow Pond and Happy Hollow Pond, which are all public water supply impoundments for the City of Pawtucket, thus receiving a water classification of A. The Abbott Run Brook and the Robin Hollow Pond are on the 2000 List of Impaired Waters. The Abbott Run Brook is considered medium priority and TMDL is planned between 2005-2010. The Robin Hollow Pond is considered low priority and TMDL is planned for after 2010.

#### Narragansett Bay Basin

The Seekonk River from the Slater Mill Dam at Main Street in Pawtucket until the Providence border is a part of the Narragansett Bay Basin and is classified as SB1(a). (See Table 4.2) This portion of the Seekonk River is listed on RIDEM's List of Impaired Waters. This section is considered targeted and a TMDL is underway.

#### Moshassuck River Basin

The Moshassuck River from the combined sewer overflow outfall located at Higginson Avenue in Central Falls to its confluence with the Providence River is the portion that flows through Pawtucket and is classified as B(a). (See Table 4.2) This portion of the Moshassuck River is listed on RIDEM's List of Impaired Waters. A TMDL or a control action functionally equivalent to a TMDL has been developed for this portion of the River. Implementation is underway and will result in the attainment of the B(a) standards but not for at least two more years.

#### Ten-Mile River Basin

There are two portions of the Ten Mile River that flow through Pawtucket. The first is the Ten Mile River, including Central Pond, from the MA-RI border to Newman Avenue Dam in East Providence, which is classified as B1. (See Table 4.2) The second is the Seven Mile River from the MA-RI border to the confluence with the Ten Mile River. Both portions of the Ten Mile River are listed on the RIDEM's List of Impaired Waters. The Ten Mile River is considered high priority and TMDL is planned between 2003-2005.

### Lakes and Ponds

The only ponds in Pawtucket are manmade, the Slater Park Pond at Slater Park, and a portion of Central Pond known as Turner Reservoir which is mainly in East Providence, extending into the southeast corner of Pawtucket. The Slater Park Pond is classified at B1 – Hypereutrophic, which means it has extreme eutrophic conditions. The Slater Park Pond is listed on RIDEM's List of Impaired Waters, is considered high priority and TMDL is planned between 2003-2005. The Turner Reservoir is classified as B – Eutrophic, which means there is excess algae and nutrients. It is listed on RIDEM's List of Impaired Waters, is considered high priority and TMDL is planned between 2003-2005.

## **D. Threats to Resources**

The area's natural resources are under constant pressure from contaminants and increased development. The means of reducing or eliminating these conditions rest on preventative regulations and technology. This section of the plan will discuss some of the conditions that are adversely affecting the City of Pawtucket and its watershed area in neighboring towns.

### **Combined Sewer Overflow**

Discharges from municipal wastewater treatment plants and industries are considered point source discharges. All point source discharges in Rhode Island are regulated by discharge permits. Rhode Island is a delegated state, therefore effluent limitations are set and permits are given by RIDEM and reviewed by EPA. An effluent limitation is the maximum amount of pollutant that may be discharged into any water body. These limitations formally establish performance criteria for wastewater treatment facilities. Pawtucket's wastewater is pumped to the Narragansett Bay Commission's wastewater treatment facility at Bucklin Point in East Providence.

One of the major water pollution problems in the Narragansett Bay region is combined sewer overflows (CSO) that periodically discharge into the Narragansett Bay. There are 20 CSO in Pawtucket. During wet weather, the combined sanitary/storm water flows can exceed the sewerage capacity. The excess is discharged at overflow points into the region's rivers. The Narragansett Bay Commission has begun the Combined Sewer Overflow Abatement Project, a 20-year, \$500 million, 3-phase project to provide for the storage and treatment of combined sewer overflows. Construction has begun for Phase I of this project, which only affects Providence. A tunnel, approximately 26 feet in diameter and 3 miles long, 250 feet down in bedrock, will be constructed to store the combined sewer overflows that are the result of wet weather. Once the system is caught up, the overflow will be pumped to the water treatment plant. This will significantly cut down on the CSO that discharge into the area's waters. Phase III of the project calls for a similar tunnel to be constructed in Pawtucket.

The Narragansett Bay Commission has set up a demonstration project in Pawtucket as a way to abate some of the pollution that originates at the CSO at Bucklin Pond. A small retention basin with nets was constructed to collect "floatables" from that CSO. Just this year, over 60,000 pounds of debris that would have ended up in Narragansett Bay have been collected by this system, as well as just under 60,000 pounds of grit.

### **Landfills**

When solid wastes are deposited in a land disposal facility (landfill), the wastes degrade as a result of various chemical and biological reactions, producing solid, liquid and gaseous by-products. Ferrous and other materials are oxidized. Organic and inorganic wastes are consumed by microorganisms through aerobic and anaerobic digestion. Liquid waste products of microbial degradation, such as organic acids, increase chemical activity within the fill.

Surface water and, in many cases, groundwater, infiltrating through the landfill will collect contaminants contained within the solid waste. This contaminated liquid is called “leachate” and may be produced by both active and inactive landfills. As the leachate migrates from the landfill, it can directly contaminate ground and surface water. Surface water also may be contaminated indirectly by polluted groundwater.

There are four known inactive landfills in Pawtucket: (1) in the area of the former municipal incinerator, (2) off San Antonio Way (former ash landfill), (3) off Grotto Avenue (convergence of Moshassuck Valley Railroad and Amtrak Railroad lines), and (4) off Palm Street (former private dumping area).

### **Other Sites of Concern**

There are also a number of locations in Pawtucket that are not landfills but are of concern because of potential contamination. There are two sites listed on the Environmental Protection Agency’s Comprehensive Environmental Recovery, Compensation, and Liability Information System (CERCLIS). The first is a utility company property along the Seekonk River. The property owners are in process of preparing a remediation plan for the cleanup of the site. The other property is the former municipal incinerator. Another site of concern is the former State Pier along the Seekonk River. This site is City-owned and has oil contaminated soil. These environmental issues must be addressed before the City can go forward with any plans to redevelop that portion of the waterfront.

### **Storm Water Runoff**

Polluted storm water runoff can enter municipal separate storm sewer systems and ultimately be discharged into local rivers and streams without treatment. Pollutants carried by storm sewers can impair waterbodies, interfere with habitat for fish or other aquatic organisms and wildlife, contaminate drinking water supplies and discourage recreational uses.

The National Pollutant Discharge Elimination System (NPDES) Phase I storm water program, initiated in 1990, required discharges from large construction sites, certain industrial activities and operators of medium or large municipal separate storm sewer systems (more than 100,000 served), to obtain permits and implement a storm water management program as a means to control polluted discharges from these activities. Since 1984, RIDEM has been delegated the authority to implement the NPDES program in Rhode Island. (RIPDES Storm Water Program, 2002)

The EPA finalized the Storm Water Phase II Rule on December 8, 1999. It requires municipal separate storm sewer systems to obtain permits and establish a storm water management program that is intended to improve waterbodies by reducing the quantity of pollutants that can enter storm sewer systems during storm events. The Storm Water Phase II Rule extends the coverage of the NPDES storm water program to include small municipal separate storm sewer systems. The Phase II Rule automatically covers on a

nationwide basis, all small municipal separate storm sewer systems located in urbanized areas as defined by the Bureau of the Census, which includes Pawtucket. (RIPDES Storm Water Program, 2002).

Pawtucket received a \$25,000 grant from the RIDEM Nonpoint Source Pollution Program to develop a Storm Water Management Program Plan to guide Pawtucket into compliance with the Phase II Rule. This plan is expected to be complete in March of 2003.

### **Erosion and Sedimentation**

Erosion and sedimentation can be a major problem at any site where the surface vegetation is removed and soil instability results. All construction projects should employ best management practices to prevent soil erosion into water bodies and must comply with all applicable RIDEM regulations.

### **Road Salt**

The use of road salt (both sodium chloride and calcium chloride) to accelerate the melting of ice has been common since the 1960's. Road salt contamination of surface and groundwater can result from two sources: road salt storage and application to roads. The City of Pawtucket keeps road salt in a covered storage shed at the Department of Public Works on Armistice Boulevard. The controlled use of chlorides within the City limits will reduce the impacts on surface water and groundwater, but on the road network within the Pawtucket Reservoir watershed basin, the use of road salts should be minimized.

### **Individual Subsurface Disposal Systems**

In the City of Pawtucket, all of the residential areas are served by public sewers, but a few homes and industrial areas have not connected to the system. The use of Individual Subsurface Disposal Systems (ISDS) is more of an issue within the watershed area of the Pawtucket Water Supply Board.

## **E. Natural Hazards**

In 1997, the City of Pawtucket, in conjunction with the University of Rhode Island Coastal Resources Center and the Rhode Island Emergency Management Agency, completed "A Strategy for Reducing Risks from Natural Hazards in Pawtucket, Rhode Island". This document was part of a regional effort to evaluate natural hazards and identified areas at risk from natural hazards and further defined mitigation actions to protect infrastructure, population, and other resources.

### **Flood Hazards**

The natural occurrences that are of concern to Pawtucket residents are floods and hurricanes. Generally, flooding is still a danger to be considered, especially on the Blackstone River, and during the hurricane season on the Pawtucket/Seekonk River. The most severe flooding has been associated with hurricanes and the two most destructive storms occurred in 1938 and 1955.

The historical development of Pawtucket resulted in industrial activities located next to the river. Periodic floods have damaged or removed structures. Detailed maps of flood prone areas are currently available. The City controls development in the flood plain

through zoning regulation and wetlands protection. Zoning regulations restrict the intensity of development in the flood plain thereby reducing damages and permitting an unrestricted flow of water in the floodway. Wetlands are also being preserved to act as a retaining area for floodwaters.

The completion of “A Strategy for Reducing Risks from Natural Hazards in Pawtucket, Rhode Island” was integral in the City receiving \$300,000 from the Federal Emergency Management Agency in 1999 to implement projects that would reduce flood risks in the City. This funding enabled the City to be proactive in creating a disaster resistant community. As a result of the funding, a number of important projects were completed including; rebates to approximately 35 residents for installing backflow prevention valves, installation of an emergency generator connection at the Senior Center, installation of backflow prevention valves at City Hall, the Fire Station and the Police Department, design and printing of “Safety Guidelines for Storms and Hurricanes”, design and printing of Disaster Preparedness Coloring Book to educate young children about disaster preparedness, training sessions for a variety of special interest groups including Post Disaster Recovery for municipal and private industry and general training for boards and commissions, and a complete catch basin cleaning of Darlington area of Pawtucket where major street flooding has recently occurred. The City also obtained a Class 8 rating from FEMA’s Community Rating System, entitling affected properties to lower flood insurance rates.

## **F. Special Resources**

### **Unique Natural Resources**

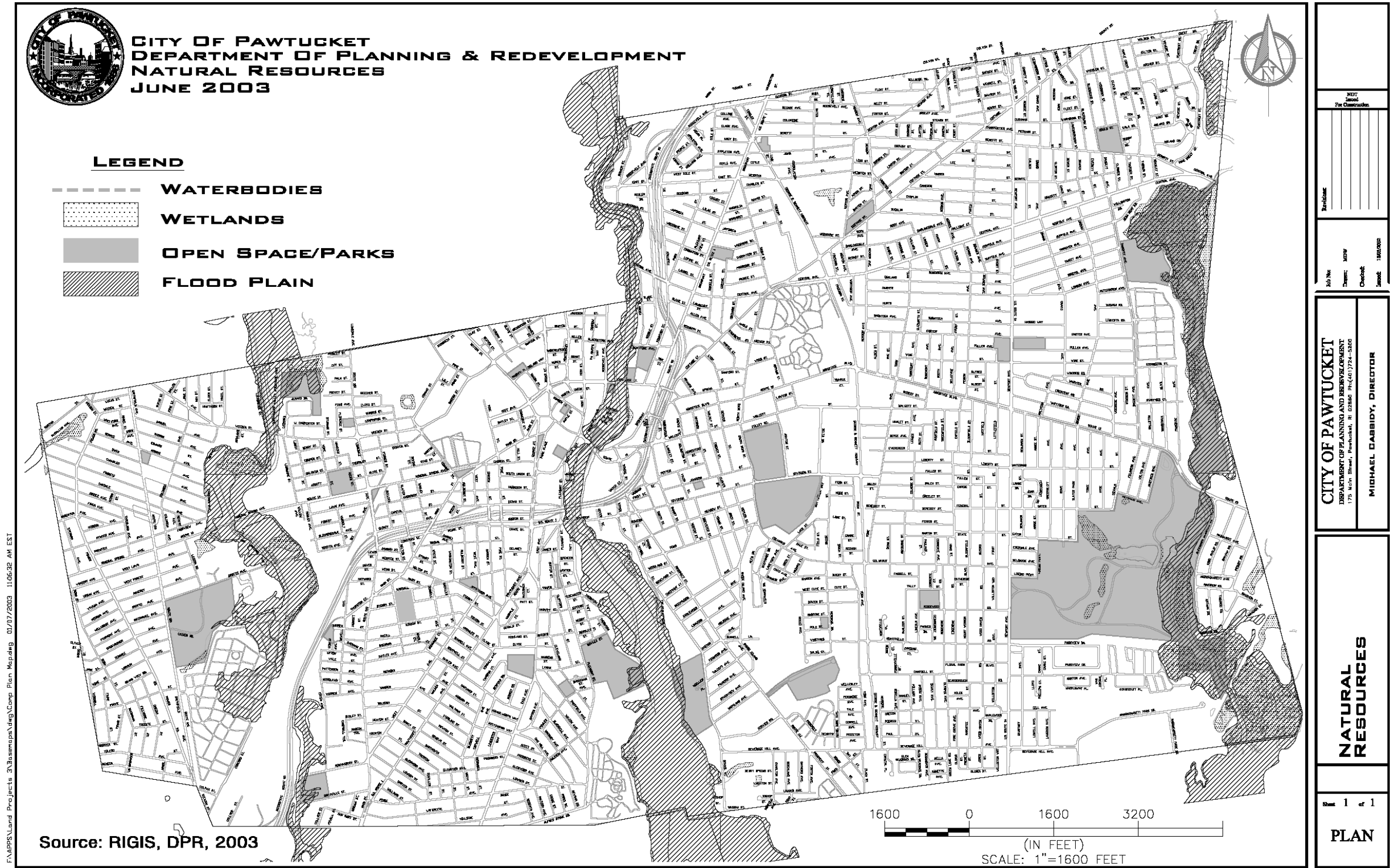
The City of Pawtucket has developed the vast majority of its land area. The areas that are considered vacant are scattered parcels throughout the City. There is about 450 acres of open space and recreation land in the City, but the RIDEM Inventory of Significant Open Lands has identified no large significant natural areas. The City does have significant man-made sites; there are over 100 acres listed on the National Register of Historic Places.

### **Rare and Endangered Species**

There are no endangered species of wildlife in Pawtucket as defined by the Federal Endangered Species Act. The RIDEM, Natural Heritage Program has provided the City with information pertaining to wildlife species that are of State concern. There are several species in Pawtucket that are classified as “state threatened”. The first is the plant species, the Zigzag Bladderwort, which has been identified at Slater Park’s Friendship Garden. Marsh Wren have been identified at Central Pond. A number of wildflower types can be found in Slater Park. The wildlife in the City is mostly limited to ducks in the wetland areas of the City.

### **Archeological Resources**

The Blackstone Valley has been populated for thousands of years, and a number of archeological sites have been listed in the state inventory. The Pawtucket area was once utilized by the Wampanoag and Narragansett Indians, who used to fish at the falls of the Blackstone River. Archeological surveys have been done in two general areas, Beverage Hill Avenue and Taft Street, in conjunction with proposed improvement projects. The specific locations of archaeological sites are not available because of the danger of vandalism. Future construction projects in areas where significant archaeological resources are predicted should be surveyed.







## G. Cultural Resources

### Background

The most recent and extensive survey of Pawtucket architecture was done in 1976–77 by the Rhode Island Historical Preservation Commission under contract with the Pawtucket Department of Planning and Redevelopment. Funding for the survey was provided in part by the city, through a Community Development Block Grant, and in part by the Rhode Island Historic Preservation and Heritage Commission (RIHPHC), through a survey-and-planning grant from the National Park Service. The survey inventoried 1,300 structures, districts, objects, and sites of architectural, historical, or visual interest. These resources date from the late seventeenth century through to the mid-1970s. Copies of the survey forms and maps are kept at the RIHPHC's office at 150 Benefit Street in Providence, the Pawtucket Department of Planning and Redevelopment, and at the Pawtucket Public Library.

Following the survey, the RIHPHC published "Pawtucket, Rhode Island", Statewide Historical Preservation Report, P-PA-2 in 1978, which serves as an excellent reference on the subject of local history and architecture. The report was reprinted in 1991 and is available for sale to the general public at the City Clerk's office and the Slater Mill gift shop.

### Community Character

Figure 4-2, Cultural and Historic Resources, identifies National Register-listed properties and historic districts, cemeteries, and cultural sites within the city. There are six general features that are most characteristic and unique to the city: the presence of a major river, the Blackstone River/Pawtucket River; residential neighborhoods; multi-family residential structures; mill structures; cemeteries; and downtown.

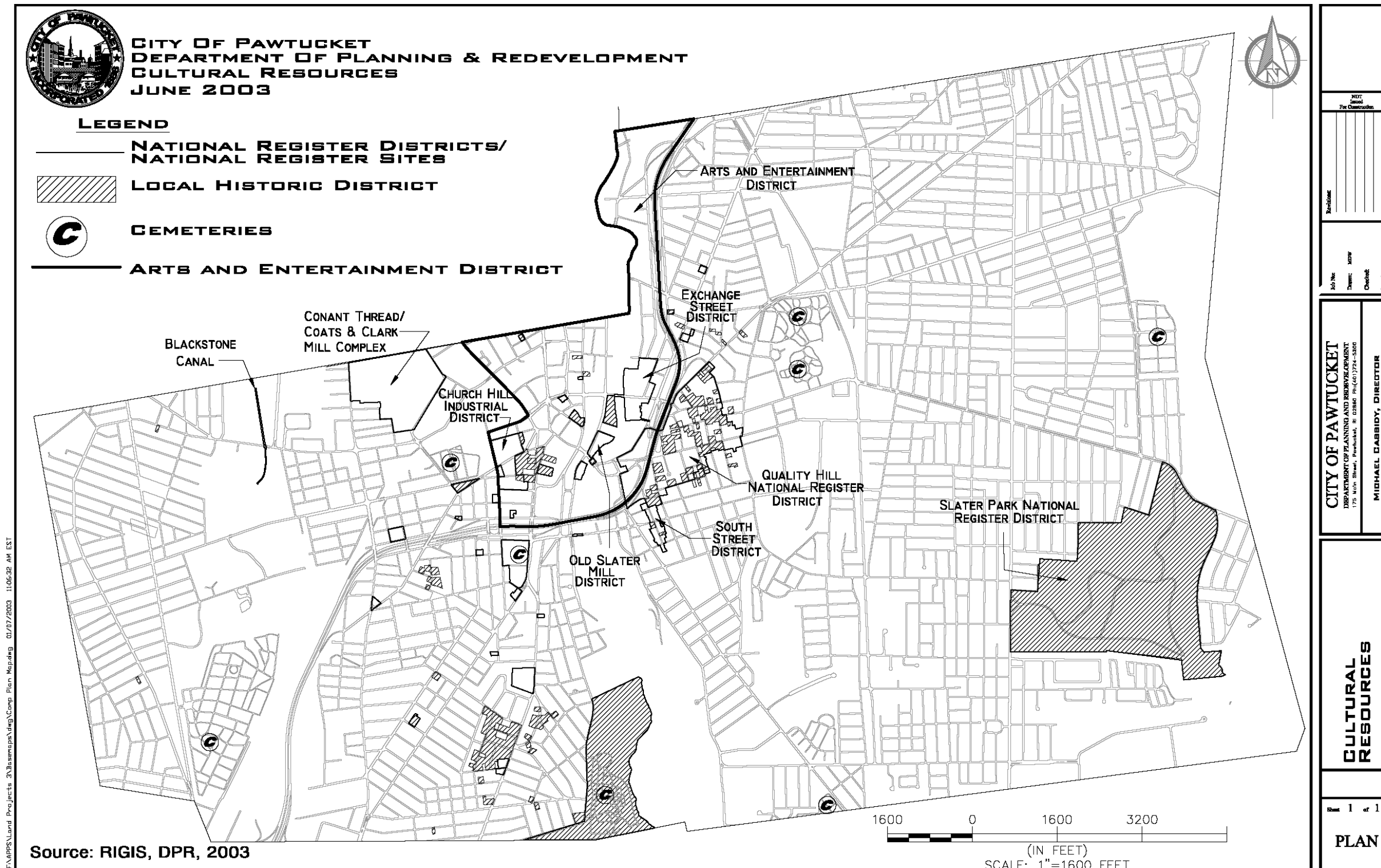
#### Blackstone River

The Blackstone River is the largest and most historically significant of the three rivers that run through Pawtucket. Entering the city from the north, the Blackstone courses generally southward, dividing Pawtucket into almost equal parts. At the Pawtucket Falls, the Blackstone falls into the tidal Seekonk River, a navigable extension of Narragansett Bay. The waterpower available at the falls was the primary reason for Pawtucket's early development. It attracted past settlements with early manufacturing activity and settlement continued to center around the river and the falls. The Heritage Corridor Element of the Comprehensive Plan discusses the Blackstone River as it affects all communities along its length from Pawtucket to Worcester, Massachusetts.

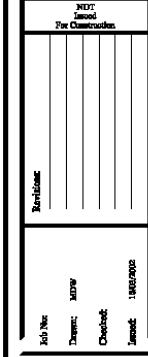
#### Residential Neighborhoods

In 2002, a team of Brown University students analyzed Pawtucket geography, architecture, economic and demographic characteristics and concluded that Pawtucket has 14 distinct residential areas that can be defined as neighborhoods. The 14 different neighborhoods illustrate the diversity of the city, ethnically, architecturally, and socioeconomically. The 14 neighborhoods include Barton Street, Beverage Hill/Plains, Countryside, Darlington, Downtown, East Riverview, Fairlawn, Oak Hill, Pinecrest, Pleasant View, Quality Hill, Slater Park, West Riverview, and Woodlawn. Each of these areas has a unique history, which has been influenced by natural and physical features. Figure 4-3 shows Pawtucket's neighborhoods drawn with generalized boundary lines.









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**PAWTUCKET  
NEIGHBORHOODS**

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## PLAN



### Multi-Family Structures

Most Pawtucket residents lived in multi-family structures, and many of these structures are still in use. The private textile mills of the nineteenth and twentieth centuries did not provide housing for their workers in the manner of mills in other locations. Privately built and owned tenements were the main form of housing, beginning first with two-family structures, then evolving to the three-story tenements of the early 1900s.

According to the 2000 Census, there are over 20,000 multi-family structures in Pawtucket. Nearly all of them are presently occupied, and provide moderately priced housing for Pawtucket families.

### Mill Structures

Pawtucket has historically been, and is still today, an industrial community. It has been the scene of some of the proudest accomplishments in American industrial history. Although most of the great textile companies for which Pawtucket was once famous have moved south or ceased operation, a number of the mill buildings remain inhabited.

A survey of existing mill buildings in Pawtucket was prepared in 1990 by Extrados Architects for the Preservation Society of Pawtucket. The Pawtucket Mill Building Survey documents approximately 100 textile-related structures in Pawtucket detailing their historical and physical characteristics. This document contains location data, architectural descriptions, historical narrative, and a conditions assessment for each property. Industrial resources along the Blackstone River still remain. These buildings represent industrial accomplishments from the age of steam power, rather than those earlier industries run by waterpower. The largest mill building remaining on the Blackstone River is the former Greene and Daniels mill, which dates back to 1860. It is currently used as residential condominiums and office space for Collette Travel.

Many former industrial buildings have been reused for commercial and non- industrial uses, and there is a considerable amount of vacant floor space on the upper floors of these older buildings. Not all of these structures will continue in manufacturing uses given the decline of such activity in Rhode Island and New England. The Pawtucket Mill Building Survey provides a valuable resource to evaluate individual buildings. Currently, there is only one industrial building (Parkin Yarn) in the local historic district. Several other mill structures are included on the National Register of Historic Places.

### Cemeteries

Historically, Rhode Island communities had small farm cemeteries, and Massachusetts communities had large town and church cemeteries. Because Pawtucket originated as a Massachusetts town it has few cemeteries. Pawtucket's eight cemeteries, each with their own unique history, total 192 acres and contain an estimated 19,000 marked graves. See Table 4.3 for a listing of the affiliation and noteworthy information for each cemetery.

Generally, older private cemeteries are finding it difficult to finance the continuous task of maintenance because of an inadequate fund established for perpetual care. Each private cemetery is working on its own program to meet its obligations and secure additional operating funds. Cemeteries are also plagued by vandalism. Tipped over headstones are expensive to reset and damages to sculpture and statues are expensive to repair.

Table 4.3  
Pawtucket Cemeteries

Name	Affiliation	Comments
Oak Grove	City-owned	28 acres, in active use, Historic Cemetery #5
Mineral Springs Ave.	City-owned	Burial site of Jenks family, Historic Cemetery #1
Walnut Hill	Private	Armistice Boulevard, Historic Cemetery #4
St. Francis	Catholic	Largest cemetery in Pawtucket, Historic Cemetery #3
Riverside	Private	Listed on National Register of Historic Places Historic Cemetery #7
St. Mary's	Catholic	Part of St. Mary's Church complex; Historic Cemetery #8
Mt. St. Mary's	Catholic	Prospect Street, Historic Cemetery #2
Notre Dame	Catholic	Daggett Avenue, Historic Cemetery #6

An unused portion of Swan Point Cemetery is also located in Pawtucket.

Source: Cultural Resources Plan, PAL, 2001.

#### Downtown

Pawtucket's downtown is a densely built-up area of both older and post World War II buildings. A number of structures are listed on the National Register, including the Public Library and Annex, City Hall and Slater Mill Historic Site. Pawtucket's downtown has been the subject of numerous studies and has been the focus of redevelopment efforts in the past. Over the past decades, many of the past efforts of the City had not flourished as anticipated. That is, until the creation of the City's Arts and Entertainment District. In 1998, the Rhode Island General Assembly passed a law establishing an Arts and Entertainment District in an area of the City that encompasses the downtown and mill district areas (approximately 307 acres). Designated as a model development project, the State and City provide significant tax incentives to artists selling original art, who live and work within the district, and to art galleries that are established within the district boundaries.

Plans are also ongoing to develop an educational/arts cluster in the area of downtown containing Tolman High School, the Pawtucket Armory and existing industrial properties on Exchange Street. The Pawtucket City Council approved the Sandra Feinstein-Gamm Theatre's proposal to use the Armory as a Performing Arts Center. There are also plans to convert the former J & K Sales building into approximately 55 live work condominiums. Stone Soup Coffeehouse, a venue for musical performers, has relocated to the Slater Mill Historic Site and has been very successful.

The effect of historic resources must be considered when attempting to attract new development into the downtown. With the exception of the Leroy Theater and adjacent Fanning Building, there has been very little demolition of downtown buildings. Wherever feasible, the City encourages reuse and redevelopment over demolition, particularly in the downtown core.



## **Preservation Activities in Pawtucket**

### General Comments

Pawtucket has an abundance of historic attractions, which the City, the Blackstone Valley Tourism Council, and the Preservation Society of Pawtucket have been actively marketing. The Slater Mill Historic Site is considered the Southern anchor of the Blackstone River Valley National Heritage Corridor. The Preservation Society of Pawtucket, together with the Pawtucket Historic District Commission, has put together a series of self-guided walking tours available for visitors to tour and learn more about historic neighborhoods in Pawtucket. Pawtucket is also home to one of the largest intact mill complexes in Rhode Island, the Conant Thread National Register Historic District.

### Non-Profit Organizations

There are two main non-profit agencies that are actively involved with historic preservation activities in Pawtucket. They are the Preservation Society of Pawtucket and the Old Slater Mill Association.

#### *Preservation Society of Pawtucket*

The Preservation Society of Pawtucket (PSP) was incorporated in 1978 as a non-profit 501(c)(3) membership-driven community organization devoted to identifying, promoting, and encouraging the preservation of the rich historical and architectural resources of the City of Pawtucket through education, advocacy, and technical assistance. The PSP strives to protect the integrity of neighborhoods, encourage policies that foster environmental and historic preservation concerns, and promote a shared sense of community through education and advocacy.

The PSP has worked with the Pawtucket Historic District Commission to research, write, and produce brochures highlighting seven of the city's historic neighborhoods: Quality Hill Historic District, Main Street - the Jenks Settlement, the Church Hill Industrial District, Woodlawn, Pleasant View, Fairlawn, and Oak Hill. Each brochure is designed to allow a self-guided walking tour of the area, and includes notes on architectural features, anecdotal facts, and the significance of the buildings to the history of Pawtucket. The PSP has also produced a well-received children's education program, "This is Our City", to teach 1<sup>st</sup> through 4<sup>th</sup> grade children about the history and importance of local buildings. Survey work during the past five years has included a Barton Street Study (1998), Pleasant View (1998), and the Sayles Heights Area (1998).

Currently, the PSP has one part-time paid staff person who is responsible for the organization's heritage education program. The PSP volunteer Board of Directors carries out most other functions, including a quarterly newsletter. In 1999, the PSP purchased the building in which their offices are housed. Located in the historic 1823 Jonathan Baker House at 67 Park Place, the building is the earliest remaining house between the Pawtucket River and its location on Park Place, and is the only Federal Period brick house left in Pawtucket.

#### *Old Slater Mill Association*

One of the early historic preservation efforts in Rhode Island occurred in 1924 when the Slater Mill building was purchased by a group of businessmen and incorporated under the name of the Old Slater Mill Association. The mill was restored to its presumed appearance of around 1835, and opened to the public in 1955. At that time, the adjacent Wilkinson Mill was still used for commercial purposes. As part of the Slater Urban

Renewal Project, federal funds were used in the late 1960s to buy and restore the Wilkinson Mill and move the Sylvanus Brown House (circa 1758) to the site as part of a three-building complex. The adjacent commercial land to the south was converted into open space and named Hodgson-Rotary Park, and additional land was acquired across the Blackstone River to provide a clear view of the entire site.

In the 1980s, through the use of a combination of federal, state, and foundation grants, Slater Mill was able to reconstruct the water wheel in the Wilkinson Mill and provide educational material for visitors to the mill complex. The Slater Mill Historic Site is designated as the southern anchor for Blackstone River Valley National Heritage Corridor. The opening of the Blackstone Valley Visitors Center across the street in September 1999 has served to draw even more visitors to the area.

The Slater Mill Historic Site, together with assistance from local agencies, has been engaged in a comprehensive planning process to reassess its current programs and develop new attractions as a way to better serve its visitors. The City, together with the Old Slater Mill Association, has planned some major construction projects around the Slater Mill Historic Site to improve infrastructure and aesthetics at the site and as well as access to the site.

#### Historic District Commission

The most common method for municipalities to control or influence the condition of their historic areas and structures is through the use of a local Historic District Commission (HDC). The State of Rhode Island has enabling legislation, Title 45-24-1, permitting municipalities to appoint a Historic District Commission to review alterations, new construction and demolition work within a historic district, or to designated individual structures. On January 25, 1989, the Pawtucket City Council approved the appointment of the City's first Historic District Commission. The Pawtucket Zoning Ordinance, Chapter 410, Article V, describes in more detail the powers of the Commission and their procedures for the designation and review of structures.

Originally charged with buildings in Quality Hill, additional historic structures and areas have been added to the local historic district. The largest additions occurred in October 1997 when a total of 92 structures were added, including 29 properties in Quality Hill, 12 in White Street, and 51 in Sayles Heights. A total of 210 public and private properties are currently under the jurisdiction of Pawtucket's HDC.

Other activities of the HDC include collaborating with the PSP on specific projects such as the publication of neighborhood guides. The HDC applies for and receives a small amount of grant funds from the Certified Local Government (CLG) Program of RIHPHC. CLG funds have been used for the preparation of National Register nominations and the publication of tour brochures for the City's neighborhoods. There are currently seven brochures about historic neighborhoods in the City. Table 4.4 lists other properties that may be eligible for listing on the National Register of Historic Places.

Table 4.4

Properties Eligible for Listing on the National Register of Historic Places, Pawtucket, Rhode Island

<b>Property</b>	<b>Location</b>
Darrow Street District	Between Blackstone Avenue and Jackson Street
Vernon T. Barber House	9 Beech Street
Narragansett Park	Beverage Hill Avenue
Greene & Daniels Mill Complex	Central Avenue
Nehemiah Bucklin House	56 Columbus Avenue
Royal Weaving Company Mill Complex	300 Cottage Street
Edward Whittemore House	520 East Avenue
Colvin-Woodcock-Kulik House	166 East Street
Roosevelt Avenue Bridge	Roosevelt Avenue, over Blackstone River
Franklin P. Rand House	316 Roosevelt Avenue

Source: Cultural Resources Plan, PAL, 2001

Currently, the HDC is in the process of writing and adopting a set of design review standards to assist local historic property owners through the Certificate of Appropriateness process. The HDC also reviews improvements to city buildings, designates new properties to the local historic district, and provide opinions and technical advice on matters affecting historic properties.

Pawtucket recently became the first Rhode Island community to offer financial incentives for becoming a part of the local historic district. As of 2000, owner-occupied properties in the local historic district became eligible for a tax exemption of \$30,000 on local property taxes. Also, properties in the local historic district are eligible for a state income tax credit for exterior repairs to their home.

The Pawtucket Library houses a Preservation Collection to assist in public education. Public education will prove even more important over the years to come as the economic development downtown intensifies, improvements to the Pawtucket Riverfront progresses and the Zoning Ordinance is revised.

Table 4.5

National Register of Historic Places, Pawtucket, Rhode Island

<b>National Register District</b>	<b>Number of Structures</b>
Quality Hill Historic District	180
Church Hill Industrial District	20
South Street Historic District	20
Old Slater Mill Historic District	3
Blackstone Canal Historic District	N/A
Slater Park Historic District	4
Exchange Street Historic District	7
Individual Structures	37
<b>Total</b>	<b>271</b>

Source: Department of Planning and Redevelopment, 2002.

Table 4.6

Local Historic District Properties, Pawtucket, Rhode Island

<b>Local Historic District</b>	<b>Number of Structures</b>
Quality Hill District	93
Dryden Avenue Extension	11
Park Place District	11
White Street District	11
Sayles Heights District	54
Individual Structures	30
<b>Total</b>	<b>210</b>

Source: Department of Planning and Redevelopment, 2002.

Community Development Block Grants

Another major event affecting historic preservation in Pawtucket was the start of the Community Development Block Grant Program in 1975. The City is eligible for a sizeable federal grant contingent on the completion of an annual application for eligible activities. As a part of the environmental review for each project, the impact on historic properties must be assessed. The City of Pawtucket continues to utilize the historical survey conducted by the Rhode Island Historical Preservation Commission in the mid-1970's for grants and ongoing questions regarding the historical significance of houses and commercial structures in the City.

Adaptive Reuse Projects

During the late 1970s and 1980s, through funding from the Community Development Block Grant program, City bond issues were able to assist in the adaptive reuse of several former fire stations: 636 Central Avenue, 420 Main Street, a city ward room, several residential structures, an early gas station conversion to offices, and the early post office into a library annex. The projects, which also used private funding, are considered excellent examples of reuse.

The 1980s was a decade that witnessed intense interest in orienting development and rehabilitation along the Blackstone and Pawtucket/Seekonk rivers. Some results of this effort have been the creation of Hodgson-Rotary Park (1989) and the creation of a Veterans' Memorial Amphitheater adjacent to City Hall (1990). Several mill buildings close to the waterfront were also rehabilitated and reused, including the Green and Daniels Mill, which was converted to condominiums.

Over the past five years, the city has seen many successful reuse projects. The former Peerless building on Main Street has been reused as a Visitor Center and several city agencies. The Pawtucket Armory building on Exchange Street is presently proposed for reuse as a performing arts center. The Armory has been vacant since 1994 when the 115th Military Police Co. and the 1043rd Maintenance Co. left the building. Pawtucket city officials have taken the first steps toward restoring the building, taking title to the property, which was previously state-owned, and fixing the roof with a \$106,000 grant from the state. In October 2000, after reviewing three proposals for the reuse of the building, the City Council awarded the building to the Sandra Feinstein-Gamm Theatre, which plans to turn the Armory into a performing arts center. Proposals are currently underway for the long vacant Parkin Yarn Building at 28 Bayley Street. The PSP bought and rehabilitated 67 Park Place to house their organization's office. The former Pawtucket Children's Museum building at 58 Walcott Street in Quality Hill is now used for private functions and receptions under the business name "Grand Manor." The

former J&K Sales Building has the necessary City approvals in place for conversion into live/work condominiums.

### **Recent Historic Preservation Activities**

Since the publication of the Pawtucket Survey in 1978, seven historic districts, (234 structures) and 37 individual structures were added to the National Register of Historic Places, the most recent of which is the Exchange Street District, designated in 2002. Any use of state and federal funds to change or demolish these structures would require an extensive review process. Although very important in preserving architectural and historic sites in the City, inclusion on the National Register does not prevent demolition or inappropriate rehabilitation unless federal funds are used or federal permits are required.

Of the 271 structures and areas in the National Register, a total of 110 are also located in the local historic district. This is an increase from 1995 when only 71 structures were located in the local historic district. The acreage protected by the Local Historic District is fairly high because of the inclusion of the 200-acre Slater Park. In Quality Hill, 93 structures, or 52 percent, of the area is included in the local historic district. The HDC maintains an updated Local Historic District Directory listing structures in the local historic district as well as a National Register of Historic Properties Directory listing National Register sites.

During the past five years, the HDC has continued its efforts to identify and document historic resources within the City. Examples of such activities include the preparation of National Register forms for 9 Beech Street, which was funded by the CLG program. Additional funding received in 1997 was used for the publication of tour brochures for Fairlawn and Woodlawn and slide shows for Fairlawn, Woodlawn, and Pleasant View. The commission received two grants in 2000 to prepare brochures for Pleasant View and Oak Hill.

Other recent activities involving the HDC include the processing of the tax exemption for historic properties in the local historic district. In April 2000, the City Council approved a generous \$30,000 tax exemption for properties located within the local historic district. As a result of this action, approximately 20 owners requested to be added to the local district. These properties will now fall under the jurisdiction of the HDC and require a Certificate of Appropriateness for all exterior alterations that require a building permit. In 2003, the tax exemption rose to \$45,000.

Also in 2000, low-interest loans were made available through the Pawtucket Redevelopment Agency and the Rhode Island Historic Preservation and Heritage Commission to owners of historic houses, regardless of income, to correct housing code violations or rehabilitate the exterior of their houses. The program is intended to aid owners of National Register historic properties in the maintenance and upkeep of their homes. To date, only one historic homeowner has taken advantage of the loan program.

Recently, more property owners have also taken advantage of the state income tax credit available for exterior renovation.

Table 4.7  
State Tax Credits Issued, Pawtucket, Rhode Island

Year	Number of Applications	Cost of Exterior Renovations
1990-1997	0	0
1998	1	\$5,020
1999	1	\$5,350
2000	2	\$9,875
2001	7	\$94,471
2002	1	\$30,000

Source: Rhode Island Historic Preservation and Heritage Commission, 2002.

### Threats to Historic Resources

It is obvious that some actions have adversely affected historic resources in the City of Pawtucket, including Route I-95 cutting through the Quality Hill residential area, the demolition of historic buildings in the downtown area, and many individual acts that have resulted in a loss of integrity for historic properties. These threats are not always easy to measure but as the City looks to the future, a concerted effort must be made to preserve what historical resources remain.

### **III. Summary of Major Issues**

This element has addressed the natural resources in Pawtucket. Of particular concern is water quality, which has consistently been a concern in Pawtucket over the past several decades. The major issue has been, and continues to be, combined sewer overflows. The Narragansett Bay Commission has begun an ambitious project to abate the pollution issues that arise from combined sewer overflows. This effort, coupled with the new RIDEM guidelines for storm water runoff, should begin to show an improvement in the quality of Pawtucket's water resources. There are still other ground and surface water pollution problems remaining, particularly in the Pawtucket Water Supply watershed, that need to be resolved through a combination of regulations, site monitoring, individual small scale improvements, inter-municipal agreements, and resource management.

Pawtucket is rich in architectural and historical resources. The preservation of these resources requires the cooperation of the City, State, and local non-profit preservation organizations. The creation of the John H. Chaffee Blackstone River Valley National Heritage Corridor focuses attention on Pawtucket's history and highlights its riverfront setting as a part of a regional pattern of historic development. This effort requires a willingness on the part of the City to adopt certain regulatory measures and to coordinate and implement development plans intended to protect and accomplish the corridor objectives.

The past five years have witnessed increased participation in preservation-related activities. The continued involvement of the City, HDC, non-profits, and non-professional advocates in preservation-related activities is important to the future success of preservation initiatives in Pawtucket. Each has broadened its membership and clarified organizational goals. Actions called for in the 1995 Comprehensive Plan have been achieved in a number of cases, and in others, the process is ongoing. Because of the efforts of all parties, Pawtucket has had a number of preservation successes, including the continued involvement of Department of Planning and Redevelopment in promoting the retention of historic properties in the downtown area.

The recently passed \$30,000 tax assessment has resulted in an increase in the number of historic properties subject to review by the HDC. The HDC continues to build upon their efforts to provide for review of historic properties in all areas of the city. The need for an increase in the number of structures subject to the provisions of the HDC was specifically called for in the 1995 plan, and implemented through the new tax assessment policy as well as earlier efforts of the HDC and the City. Based upon the past five years, it appears that the HDC will continue its role as a leader in the preservation of Pawtucket's historic resources. Both the Preservation Society of Pawtucket and the Old Slater Mill Association have continued their efforts in preserving the historic character of Pawtucket. It is essential for all interested organizations to work together to preserve these resources, these treasures, for generation to come.





IV. Implementation Plan

ACTION	TIME FRAME	FUNDING	FOCUS AREA	COORDINATION	PARTNERS
Work with DPW to implement the RIDEM's requirements for stormwater runoff.	3-5 years	City Budget, Rhode Island Department of Environmental Management (RIDEM)	Citywide	Department of Public Works (DPW)	Department of Planning and Redevelopment (DPR), RIDEM, Narragansett Bay Commission (NBC)
Support the efforts of local watershed organizations in protecting water quality and species habitat.	Ongoing	Community Development Block Grants (CDBG), RIDEM, Blackstone River Valley National Heritage Corridor (BRVNHC)	Citywide	DPR	RIDEM, Pawtucket Water Supply Board (PWSB), Friends of the Moshassuck, Blackstone River Watershed Council
Continue to work with the Pawtucket Water Supply Board in implementing their Water Supply Management Plan.	Ongoing	PWSB	Citywide	PWSB	DPR, RIDEM, NBC
Continue to work with DPW to minimize the use of salt on watershed roadways.	Ongoing		Citywide	DPW	RIDEM, DPR
Continue to maintain and update information on unique, rare, and endangered natural resources within the City.	Ongoing		Citywide	RIDEM	DPR
Adopt site plan regulations to require archaeological surveys at National Register and National Register eligible sites.	1-3 years		National Register and National Register Eligible Sites	DPR	Rhode Island Historic Preservation and Heritage Commission (RIHPHC), Pawtucket Preservation Society (PSP), City Planning Commission (CPC)
Establish a cemetery commission to promote the preservation and enhancement of the city's cemeteries.	1-3 years		Pawtucket Cemeteries	DPR	DPW, PSP
Continue to examine and survey Pawtucket buildings for inclusion in the National Register and in the Local Historic District.	Ongoing	Certified Local Government (CLG) funding	National Register Eligible Sites	DPR	RIHPHC, PSP, Historic District Commission (HDC)
Map historic resources using (GIS) as part of a program to locate and identify historic sites and structures.	1-3 years	City Budget	Citywide	DPR	Engineering Department
Adopt design review guidelines and criteria for new and existing structures in the Local Historic District, and structures on the National Register.	1-3 years	CLG funding, Preserve Rhode Island	Historic Properties Citywide	DPR	RIHPHC, PSP, HDC
Promote state and federal financial incentives to encourage the reuse of viable, vacant structures deemed historically significant.	Ongoing		Citywide	DPR	Property Owners
Using the Pawtucket Mill Building Survey (1990, reprinted 1995) published by PSP, provide information to potential developers about available incentives for the rehabilitation of vacant or underused industrial buildings.	Ongoing		Mill Buildings Citywide	DPR	RIHPHC
Explore the availability of brownfields funding as it applies to industrial buildings and sites in Pawtucket.	Ongoing	Environmental Protection Agency (EPA), RIDEM	Brownfield Sites Citywide	DPR	RIDEM, EPA, Property Owners
Encourage preservation of historic buildings over new construction where appropriate.	Ongoing		Historic Buildings Citywide	DPR	Building and Code Enforcement
Offer design assistance through DPR to developers and owners of historic structures in the city.	Ongoing		Historic Property Owners	DPR	PSP, HDC
Continue to provide financial incentives for landlord occupied multi-family historic housing.	Ongoing	City Budget	Citywide	Tax Assessor	DPR

ACTION	TIME FRAME	FUNDING	FOCUS AREA	COORDINATION	PARTNERS
Support the educational efforts of PSP and the RIHPHC through by encouraging attendance at preservation workshops and technical seminars for contractors, tradesmen, and building owners on the preservation of the architectural character of their properties.	Ongoing	City Budget	Citywide	HDC	DPR
Explore lead-safe guidelines that work with, as opposed to removing, historic fabric on historic properties.	Ongoing	Housing and Urban Development (HUD), National Trust for Historic Preservation	Citywide	DPR	Blackstone Valley Community Action Program (BVCAP), Pawtucket Redevelopment Agency (PRA), Pawtucket Citizens Development Corporation (PCDC)
Continue the partnership between the City, PRA and the RIHPHC to provide low interest loans for house repairs through the Historic Properties Rehabilitation Initiative.	Ongoing	City Budget, PRA, RIHPHC	Historic Properties Citywide	DPR	PRA, RIHPHC
Encourage nonprofit housing organizations to utilize plans and specifications from the RIHMFC affordable housing design context, "Design Rhode Island," and provide information packets to private developers who may wish to purchase plans and specifications from the participants.	Ongoing		Citywide	DPR	BVCAP, PCDC, Rhode Island Housing (RIH), Rhode Island Home Builders Association (RIHBA)
Continue the cooperation of the Visitor Center, Slater Mill site, and the PSP to promote heritage tourism efforts in Pawtucket.	Ongoing	Blackstone Valley Tourism Council (BUTC), BRVNHC	Citywide	BUTC	DPR, Old Slater Mill Association, PSP, BRVNHC
Explore funding opportunities for a full-time preservation director at the Preservation Society of Pawtucket.	1-3 years			PSP	DPR
Continue to support artist initiatives in the Arts and Entertainment District.	Ongoing		Arts and Entertainment District	DPR	Local Artists Organizations
Support the efforts of the Pawtucket Armory Association in their efforts to rehabilitate and reuse the Pawtucket Armory as a Performing Arts Center.	Ongoing	CDBG	Pawtucket Armory	Pawtucket Armory Association	DPR

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City of Pawtucket, Rhode Island  
Comprehensive Community Plan

Open Space and Recreation  
Plan Element 5  
2003

Department of Planning and Redevelopment  
175 Main Street  
Pawtucket, RI 02860



**Open Space and Recreation**  
**Plan Element 5**  
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## **I. Goals, Policies and Actions**

### **Goals**

1. Continue to maintain and improve existing recreational and open space resources and programs.
2. Seek other sites for future active and passive recreational activities.

### **Policies**

1. Provide a geographically balanced system of recreational facilities and a variety of activity programs to serve the needs of all Pawtucket residents.
2. Continue to promote and coordinate City funded activities with the private sector to expand opportunities for recreational activities and avoid duplication of services.
3. Coordinate recreational facility improvements with public school site improvements and other City and privately sponsored revitalization efforts.
4. Provide annual maintenance and, as needed, rehabilitation and reconstruction to each recreational facility.

### **Actions**

1. Continue to improve citywide facilities.
2. Rehabilitate and reconstruct City athletic complexes.
3. Continue to improve neighborhood facilities annually in order to avoid expensive, major renovations.
4. Lease or purchase additional recreation and open space as funding becomes available.
5. Continue waterfront improvements at Town Landing and link to the Max Read Complex with a waterfront walkway
6. Develop recreational facilities on city owned property along the easterly bank of the Blackstone River including the former state pier.
7. Complete the renovation of facilities in Slater Park including the J.C. Potter Casino, the bandstand, replacement of playground and the illumination of interior streets.
8. Continue construction of the Ten Mile Bikeway into East Providence, southerly to the Kimberly Rock Athletic Complex and northerly to connect to Tomlinson Field.
9. Study and seek proposals for continued use of Daggett Farm at Slater Park.

10. Continue to initiate an overall maintenance plan as well as maintenance documentation for each City facility.
11. Seek additional opportunities for active/passive recreation in the Barton Street area.
12. Develop a skate park to serve the youth of the City.
13. Develop a state of the art outdoor track at Max Read Field as well as regrade and resod the field and add lights.
14. Upgrade facilities at the Oak Hill Tennis Courts including renovation and reconstruction of the courts and replacement of the playground
15. Continue to upgrade existing athletic fields (irrigate, illuminate, etc.)
16. Reconstruct all basketball courts citywide.
17. Continue to rehabilitate and reconstruct playgrounds.
18. Continue to make existing recreation facilities universally accessible through rehabilitation projects and include accessibility requirements in new construction.

## **II. Community Profile and Needs Assessment**

### **A. Historical Perspective**

It is instructive to look back to the 1890's to gain an historic perspective on the development of open space and recreational resources in Pawtucket. In 1890, the City's population was about 30,000 and these residents were concentrated in the area of multi-family homes surrounding the downtown business district. There were, on the western and eastern fringe of the City, large vacant tracts of land that would one day be developed into Fairlawn Veterans' Memorial Park and Slater Park. Developed active areas for recreation were limited to several sporting fields owned by local industries and the small areas at local public schools. Several ponds on the eastern side of the City, tracts of undeveloped land, and the Pawtucket River also served as recreational resources.

During the course of the following one hundred years, a combination of circumstances, some more planned than others, has led to the expansion of recreation and open space property. Slater Park was acquired in 1894 and developed in the early 20<sup>th</sup> century. A network of smaller neighborhood playgrounds such as Payne Park, John Street, Smithfield Avenue, Ayotte Park and the Goff Lots were created. The State of Rhode Island acquired title to several open space areas in Pawtucket such as the Ten Mile River Reservation and the Seekonk River Reservation, also known as Metropolitan Field.

The 1960's and 1970's were an era when state and federal funds for acquisition and development were obtained, resulting in a considerable expansion of the recreation and open space system. All of the following facilities were either acquired or developed during this period: Morley Field, Newell Avenue Playground, Max Read Field, Lynch Ice Arena, Pariseau Field, and Dunnell Park. During the 1970's and early 1980's, the Slater Park Zoo was rebuilt together with other facility improvements at Slater Park.

In the late 1980's, the City secured funds to construct and upgrade many facilities including Metropolitan Field, Pariseau Field, Morley and Max Read Fields, John Street and Payne Park, and Galego Court.

The 1990's were focused on redevelopment and renovation of existing facilities, particularly Slater Park. Most recently, the City has begun expanding and upgrading playground facilities to bring them into compliance with current codes. New recreational facilities have been developed in conjunction with school and parent organizations. Payne Park, John Street and Ayotte Park have all been reconstructed. The tennis courts and picnic areas at Veterans' Memorial Park have all been reconstructed as well.

Today, Pawtucket is over 90% developed. The City's inventory of open space and recreation land is approximately 430 acres. With widespread interest in organized recreation activity and a year round need for recreational facilities, the factors are present to make the open space and recreation element a key part of the Comprehensive Plan.

## **B. Description of the Area**

The primary zoning district for recreation areas is the Public Open district. The Public Open district is used to reserve open space, recreation, public education and municipal uses. Map 5.1 illustrates all recreation/open space areas in the City.

## **C. Organization**

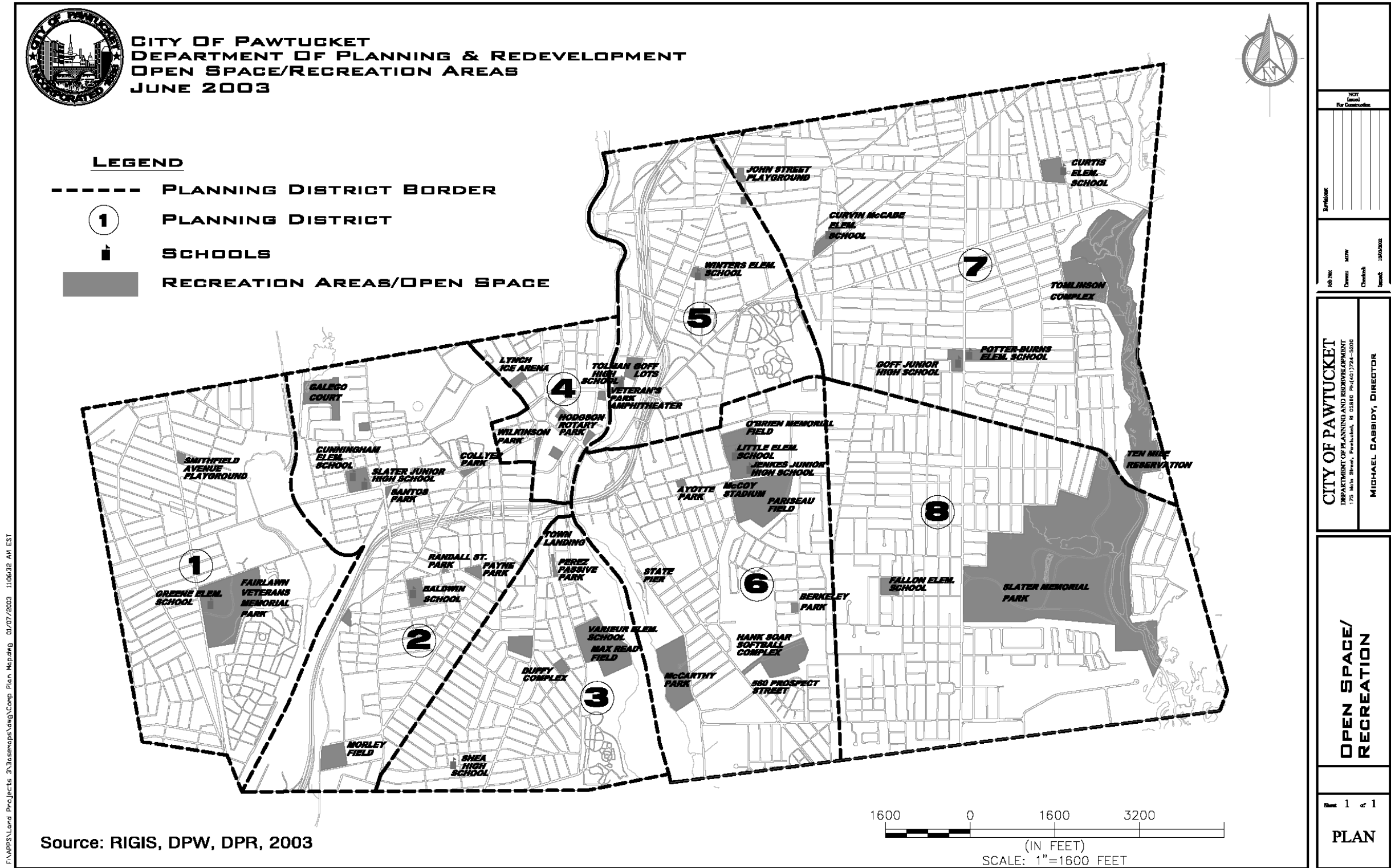
The recreation facilities in Pawtucket are owned by the City, the State of Rhode Island and several non-profit organizations. Approximately 421 acres of the total recreation land is owned by the City. The major recreation areas that are not City owned are Hodgson-Rotary Park and the facilities at the public housing complexes, 560 Prospect Street and Galego Court.

Within the City, recreation facilities at schools and public housing are under the control of the School Department and the Housing Authority. The remaining City recreation facilities are the responsibility of the Department of Public Works, Division of Recreation and Parks.

## **D. Relationship to State Recreational System**

The residents of Pawtucket make extensive use of the state recreational facilities, especially in the summer months. There is a special RIPTA bus from Pawtucket to the South County beaches in the summer. Residents also utilize the beach at Lincoln Woods State Reservation. Outdoor swimming resources in Pawtucket are limited to the pool at Fairlawn Veterans' Memorial Park. Indoor pool facilities are at the private Pawtucket Boys' and Girls' Club and the Family Y.

The Pawtucket facilities that are most used by non-local residents are Slater Park, Lynch Arena, and the Hank Soar Softball Complex. During the summer, softball teams use the facilities at Fairlawn Veterans' Memorial Park, the Hank Soar Complex, Slater Park and Max Read Field. The public schools also use the recreational facilities: Max Read Field (football, baseball, soccer, track), Pariseau Field (football, soccer, walking track). The tennis courts at the Duffy Complex, Slater Park, and Veterans' Memorial Park are also used by the public and private schools. During the winter, the Lynch Ice Arena is use by Tolman High School and St. Raphael Academy. In summary, many of Pawtucket's recreational facilities are used by non-city residents and are an integral part of the public and private schools' athletic programs.





## **E. Facilities Inventory**

### **Public Recreation and Open Space Facilities**

This section contains a summary of private and public recreation open space facilities in Pawtucket by planning district. As shown in Table 5.1, the distribution of facilities is not even. It is an established planning objective to have open space and recreation areas distributed equally throughout residential areas.

Table 5.2 lists all of the recreational facilities, size, ownership, and facility type. Over the last 8 years, major reconstruction and renovation work has been funded through state and federal grants, community development block grants, and City bond issues. This has enabled major improvements to existing recreational resources (Slater Park, Veterans' Memorial Park, John Street, Ayotte Park). Most recreational facilities are rated "outstanding" and will continue to be because maintenance plans for each facility have been incorporated for continuous upkeep. The Division of Recreation and Parks is pursuing funds to improve the conditions at those facilities that are not rated outstanding, including the basketball courts at Jenks Junior High School.

### **Private Recreation Facilities**

Pawtucket is fortunate to have a number of private, nonprofit institutions offering recreational opportunities to City residents. The Family Y and the Pawtucket Boys' and Girls' Club offer a variety of indoor and outdoor activities for people of all ages, as well as operate summer youth camps. The Boys' and Girls' Club share the operation and maintenance of a leased facility, McCarthy Park. Both the Boys' and Girls' Club and the Family Y charge membership fees.

The Pawtucket Country Club operates a golf course that is located in both Seekonk, Massachusetts and Pawtucket. It is a 40-acre facility that charges membership fees. Hodgson-Rotary Park, a privately owned park at the Slater Mill, is 2.1 acres. The total area of private facilities is approximately 47 acres.

### **River Waterfront Access**

There are three rivers flowing through Pawtucket, the Blackstone/Pawtucket, Ten Mile and Moshassuck, and two of them are important from the aspect of public access to the water. Clearly, the Blackstone/Pawtucket and the Ten Mile Rivers are important because of the public land along the water that could potentially be developed for water access. There is public land abutting the Moshassuck River but the size of the river limits its use for recreation purposes. The City has acquired land from the Pawtucket Redevelopment Agency that will allow public access to the Blackstone River. Also, the City received a state open space and land acquisition grant in 2000 to purchase land along the Blackstone that includes a portion of the remnants of the Blackstone Canal. The long-term plan for this land is to develop a greenway/bikeway along Moshassuck River.

Table 5.1  
Location of Public Recreation Areas by Planning District

<u>Planning District</u>	<u>Facility</u>	<u>Acreage</u>
1	Smithfield Avenue Playground Fairlawn Veterans' Memorial Park	39.7
2	Galego Court Slater Jr. High Baldwin School Morley Field Payne Park John Santos Park Cunningham Elementary Randall Street Park Collyer Park	14.2
3	Town Landing Max Read Field Perez Passive Park Thomas Duffy Complex Varieur Elementary	21.8
4	Lynch Ice Arena Wilkinson Park Hodgson-Rotary Park Veterans' Park Amphitheater	4.8
5	Goff Lots Winters Elementary School	2.8
6	Jenks Junior High Ayotte Park Pariseau Field McCarthy Park Hank Soar Softball Complex Berkeley Park McCoy Stadium Agnes Little Elementary School Dennis O'Brien Memorial Field 560 Prospect Street State Pier	59.1
7	John Street Playground Ten-Mile River Reservation Potter/Burns Elementary School Curvin/McCabe Elementary School Doreen Tomlinson Complex	78.9
8	Slater Park Fallon Elementary School	208.5



FACILITY	OWNER	ACREAGE	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24
560 Prospect Street	H	1						•																		•
Ayotte Park	C	1.4						•								•							•			•
Baldwin School	C	0.2																						•		•
Berkeley Park	C	0.9																					•	•		•
Collyer Park	C	0.5																					•	•		•
Cunningham Elementary	C	0.2														•									•	•
Curvin/McCabe Elementary	C	0.2																							•	•
Duffy Complex	C	1.7						•		•						•		•								•
Fallon Elementary	C	0.2																							•	•
Fairlawn Veterans' Memorial Park	C	39	•	•	•	•		•	•	•	•				•			•	•			•	•			•
Galego Court	H	6.2			•			•															•			•
Goff Lots	C	2.4		•		•		•	•													•				•
Hodgson-Rotary Park	P	2.1																					•	•		•
Jenks Junior High	C	0.9						•		•															•	•
John Street Playground	C	1.4						•								•										•
Little Elementary	C	0.2														•										•
Lynch Ice Arena	C	1.7																		•	•					•
McCarthy Park	C	15.8	•									•	•			•	•		•			•				•
McCoy Stadium	C	17.9	•						•										•			•				•
Morley Field	C	5.3							•										•			•				•
O'Brien Memorial Field	C	1							•																	•
Pariseau Field	C	5.3							•								•					•	•			•
Payne Park	C	1.2						•								•										•
Perez Passive Park	C	1														•							•	•		•
Potter/Burns Elementary	C	6.8			•																				•	•
Randall Street Park	C	0.1																						•		•
Read Field	C	13.5	•						•										•			•				•
Santos Park	C	0.1																					•	•		•
Slater Junior High	C	0.4						•								•									•	•
Slater Memorial Park	C	208.3	•			•		•		•					•	•		•	•			•	•			•*
Smithfield Avenue Playground	C	0.7						•								•										•
Soar Softball Complex	C	9.6			•														•			•	•			•
State Pier	C	5.1																								•
Ten Mile River Reservation	C	65.5	•	•																						
Tomlinson Complex	C	5	•						•										•			•				•
Town Landing	C	5.4										•	•	•												•
Varieur Elementary	C	0.2														•										•
Veterans' Park Amphitheater	C	0.3																					•	•		•
Wilkinson Park	C	0.7																					•	•		•
Winters Elementary	C	0.4																							•	•

MAP KEY

1	Baseball (only)	7	Multi-Use Field	13	Picnic Area	19	Ice Skating	C	City
2	Football (only)	8	Tennis Courts	14	Playground w/Equipment	20	Lights	H	Housing Authority
3	Soccer (only)	9	Public Pool	15	Track	21	Benches	P	Public
4	Softball (only)	10	Boat Ramp	16	Natural Areas	22	Passive Park		
5	Volleyball (only)	11	River Access	17	Restrooms	23	Play Area		
6	Basketball (only)	12	Fishing	18	Hockey	24	Universal Accessibility	*	1 <sup>st</sup> floor only of Daggett House

OWNERSHIP KEY

## F. Open Space and Recreation Needs and Problems Assessment

### Assessment Perspectives

Other recreation and open space assessment is restricted to comparing the amount of recreation land in a community with the standards proposed by the National Recreation Association. While an accurate measurement of the land used for open space and recreation purposes was done, the City Planning Commission is also concerned with the conditions of facilities, trends in recreational usage, funding sources and management and upkeep of facilities. This section discusses recreation and open space areas from the following perspectives:

- What are the population age groups of the City and what are their main requirements?
- How does Pawtucket fare in comparison to national standards for recreation areas?
- What vacant areas could be used for recreation and open space purposes?
- What is the recent level of expenditures in current revenue and capital improvements for the recreation system?

### Population

Of prime importance in considering needs are the overall population of the City and the breakdown of the various age components. For the second decade in a row, the population of Pawtucket has increased slightly from 72,644 in 1990 to 72,958 in 2000. Table 5.3 shows the breakdown of population by age groups according to 2000 census figures.

An analysis of Table 5.3 shows the 25-44 year old age group is the largest in the City with approximately 23,000 people. This large group has two distinct needs: the first, for themselves as adults, and secondly, as parents interested in recreational needs for their children. Table 5.4 has been created to correlate the various age groups with the type of recreational facilities most needed.

The next largest age group is 5-19 which is a group more interested in active recreational opportunities like skate parks, ball fields, and passive parks. Another large group is older citizens between ages 45-64. This group is more interested in passive activities, like walking, than active ones.

Table 5.3  
Population by Age Groups

<u>Age Group</u>	<u>Population</u>	<u>Percentage</u>
Under 5	4,918	6.7
5-19	15,060	20.6
20-24	4,791	6.6
25-44	22,838	31.3
45-64	14,523	19.9
65 +	10,828	15.0

Source: US Census, 2000

Table 5.4  
Recreation Requirements by Age Group

<u>Age Group</u>	<u>Facility</u>
Under 5	Tot lots, Passive Parks, Pools
5-19	Playgrounds, Playing Fields, Open Space Areas, Passive Parks, Skate Parks, Tennis Courts, Basketball Courts, Bike Trails, Pools
20-24	Playing Fields, Skate Parks, Passive Parks, Tennis Courts, Basketball Courts, Walking Trails, Bike Trails, Pools
25-44	Playing Fields, Passive Parks, Skate Parks, Walking Trails, Bike Trails, Basketball Courts, Tennis Courts, Pools
45-64	Passive Parks, Walking Trails, Indoor Activities, Pools
65 +	Passive Parks, Walking Trails, Indoor Activities, Pools

Source: Department of Parks and Recreation, 2002

### **Recreational Standards**

The adequacy of recreational facilities to meet the requirements and needs of these population groups can be measured in many ways. The Parks and Recreation staff is aware of National Recreational Standards put forth by the National Recreation and Parks Association. Members of Pawtucket's Parks and Recreation staff are members of the Rhode Island Recreation and Parks Association and attend monthly meetings and seminars to be better able to keep Pawtucket's recreational facilities up to state and national standards. All new and reconstructed recreational facilities incorporate ADA requirements.

Voter support for recreational facility development and management had been weak up until 1993. As shown in Table 5.5, "Local Recreation Bond Issues", Pawtucket residents approved referenda totaling \$1.7 million for reconstruction and renovation of existing facilities and \$1.5 million for acquisition and development of new facilities.

Without capital funds, the improvement and expansion of the parks and recreation system would not progress as it has been. The improvements would be limited to those that are attainable through the annual operations and maintenance budget. The City's operating budget for Parks and Recreation is shown in Table 5.6

Table 5.5  
Approved Local Recreation Bond Issues

	<u>1997</u>	<u>1998</u>	<u>1999</u>	<u>2000</u>	<u>2001</u>
Rehabilitation and Reconstruction	\$250,000	\$500,000	-	\$350,000	\$350,000
Acquisition and Development	-	-	-	\$1,500,000	

Source: City of Pawtucket, Finance Department

Table 5.6  
Parks and Recreation Division Budget

	<u>1999-2000</u>	<u>2000-2001</u>	<u>2001-2002</u>
Personnel	\$1,375,171	\$1,417,838	\$1,510,675
Maintenance/Operating	\$452,896	\$465,229	\$444,540
Programming	\$104,892	\$117,802	\$77,901
Equipment	\$25,056	\$23,291	\$23,126
Total	\$1,958,015	\$2,024,160	\$2,056,242

Source: City of Pawtucket, Finance Department

### Facility Management

In Pawtucket, the responsibility for the two main functions of activity programming and facility management has been placed in one division, the Division of Recreation and Parks. There are about 36 permanent employees and additional employees are hired during the spring, summer and fall. As is evident from the bond funds utilized, the City has invested considerable time and money rehabilitating its existing recreational facilities.

A good example of an improved facility is Slater Memorial Park. Slater Park is a 200-acre park in Pawtucket. Over the past few years, the historic core of the park has been completely renovated including Daggett Farm (former zoo site), the Daggett House, Loeff Carousal, and various ball fields. The antiquated zoo was closed in 1993. The site was reopened several years later as Daggett Farm. The farm houses many domestic plants and animals and serves as an educational resource for the public school system. There is also a cooperative agreement with RIARC in place where clients and personnel operate and maintain an active greenhouse at the farm. The Daggett House (1685), the oldest standing house in the City, was completely renovated using City funds and Champlain Foundation funds. The Loeff Carousal, the oldest of its type in the world, was completely renovated in Spring 2001. All 50 figures were historically restored, and the floor and ceiling were replaced. A 2/3 mile bike trail along the Ten Mile River through the park was completed. The ball fields at Slater Park were reconstructed and

lighted and concession stands and bathrooms were constructed. The tennis courts and the picnic area were also reconstructed. A comprehensive arts program has also begun at Slater Park. This program includes festivals in the spring, at Halloween and during the winter, one Saturday night concert per month, May through September with pond fire, a Native American Pow-Wow, and a Statewide Convergence Arts Festival.

### **Open Space Protection and Recreation Area Development**

The City of Pawtucket is one of the most densely populated Cities in the entire state therefore the amount of viable, vacant land is limited. Over the past few years, open space protection efforts have focused on the vacant land along the riverfront. It is the City's goal to improve public access to the river areas and create additional recreation activities linked to the river, for example, passive parks, boat landings, dock areas, fishing opportunities, and bike trails. This focus is likely to continue into the future. There are also few areas in the City, which are large enough to support additional large-scale recreation areas. The City is in need of a soccer complex. A brownfield site has been identified as a potential site for this facility once remediation is complete. This type of reuse of areas is the only likely way to incorporate larger recreational areas into the City.

## **G. Coordination with Regional Needs**

While the emphasis of this plan is on Pawtucket, there has been a continuous examination of what is occurring in the Greater Providence Metropolitan area and the Blackstone River Valley National Heritage Corridor. With the ease of transportation in this region, many of Pawtucket's recreational and open space resources can be considered part of the regional context.

The following sections list a number of recreation areas that can be considered regional in their area of influence and the patrons they attract.

### **Ten Mile River System – Slater Park**

Efforts have been made to link the Ten Mile River, Slater Park, and property in East Providence as one continuous open space/recreational area with a walking and bicycle trail. Pawtucket has completed 2/3 mile of this trail and is working to extend the trail into East Providence. There is a group, the Ten Mile River Watershed Alliance, which is very active and dedicated to the preservation and protection of the Ten Mile River Watershed. The group meets monthly, has a website, keeps track of municipal policy that affects the river and organizes various special events involving the river, including clean up days.

### **Blackstone River System**

The Blackstone River Valley Heritage Corridor is very active in all areas of the Blackstone watershed. There is also the Blackstone River Watershed Council, which has been working closely with RI Department of Environmental Management to compile and adopt an Action Plan. The Action Plan, which is in draft form, addresses such topics as water quality, public and environmental health, natural, cultural and recreational resources, and sustainable economic development.

### **Bicycle Trails**

The City is working on an overall bike trail plan that will address opportunities for new bike trails and linkages for existing trails. Efforts are being made to locate the trails off-

street where feasible and to connect schools and recreation areas where possible. A bicycle trail from Providence to Worcester is proposed as a major recreational activity for the area. Some portions of this trail have been completed.

### **Pawtucket/Seekonk River**

The Pawtucket River flows into the Seekonk River, which opens into the Providence River and Narragansett Bay. There is a federal navigation channel up to the vicinity of the former state pier on the eastern shore, just south of Division Street. The authorized channel depth is sixteen feet. The site of the former state pier was once the location of a privately operated marina. The City has purchased the site and is exploring its potential for recreational uses. It has fishing access and a public boat launch. For the past two years, it has also been the site of the Chinese-American Festival whose events have drawn over 1,000 people from all over New England to the site.

New waterfront recreational activities have been created on the west bank of the river south of Division Street Bridge, just north of the former state pier. Portions of "Town Landing" have been built, including handicapped accessible fishing areas and a boat launch. There are plans to further develop the site to include a rest area and other visitor amenities.

An inventory of public lands with access to the river identifies a significant number of parcels on the river that are in public ownership, enhancing the river's greenway potential and evoking desires for pedestrian and bicycle paths along the shoreline.

### **III. Summary of Major Issues**

Over the past few years, the City of Pawtucket has utilized state and federal grants as well as local funding sources to upgrade existing recreational facilities and acquire new areas for recreational development. Because of the developed character of the City, new parcels for recreational development are scarce. The City is focusing acquisition efforts along the Moshassuck, Blackstone and Pawtucket/Seekonk River corridors. These corridors, and the Ten Mile River Corridor, offer the greatest opportunities for interconnection with adjacent community facilities.

As recreational facilities are continuously renovated and improved, management and maintenance of the facilities becomes more important. The Division of Recreation and Parks has and will continue to require maintenance plans for all park and recreation areas throughout the City to ensure that facilities are properly groomed, equipped and managed.

## **IV. Implementation Plan**

The Implementation Plan for the Open Space and Recreation Element is organized differently than the other elements because it was much easier to be geographically specific and work within a very specific time frame. In order to move from theory and facility inventory into implementation, a suggested schedule of improvements has been prepared. This five-year implementation schedule covers 2003-2008. The Parks and Recreation Division will provide the coordination for implementation with assistance from the Department of Planning and Redevelopment. Funding for implementation will be from city monies and grant funds will be sought where appropriate.

### **Planning District 1 (Fairlawn)**

Maintain and upgrade facilities in Fairlawn Veterans' Memorial Park.

Reconstruct the Fairlawn Veterans' Memorial Park pool and bathhouse.

Construct a new tot lot at Veterans' Memorial Park.

Continue the acquisition of open space land along the Moshassuck River and the Blackstone Canal.

Continue efforts to create a greenway/bikeway in the Moshassuck Valley.

Reconstruct the Smithfield Avenue playground.

### **Planning District 2 (Woodlawn)**

Continue park rehabilitation and reconstruction.

Upgrade, improve and expand recreational facilities at Galego Court.

Upgrade and improve recreational resources at Morley Field.

Evaluate and develop school sites for potential development of additional neighborhood recreational facilities.

### **Planning District 3 (Oak Hill/West Riverview)**

Continue progress on the Blackstone River Valley Bike Trail and investigate alternative bike routes along the entire riverfront.

Expand facilities at the Town Landing recreational area.

Add lighting to facilities at Max Read Field.

Construct an outdoor track at Max Read Field that meets all necessary regulations to be used for scholastic track meets.

Provide public access to the Seekonk River at Max Read Field.

Reconstruct tennis courts, basketball court and playground at the Thomas Duffy Complex.



**Planning District 4 (Downtown Area)**

Continue to investigate all energy conservation measures for Lynch Arena.

Automate irrigation and improve lighting at Wilkinson Park.

Consider needs of the Family Y and the Pawtucket Boys' and Girls' Club in an overall parking plan for downtown.

Complete greenway connection between Slater Mill and Veterans' Memorial Park Amphitheater.

Explore acquisition and development opportunities for active and passive recreational uses.

Explore acquisition and development opportunities for a skate park.

**Planning District 5 (Pleasant View/Quality Hill)**

Explore acquisition and development opportunities for active and passive recreational uses.

Upgrade facilities at the Goff Lots, including additional lighting.

Investigate potential riverfront park sites.

Evaluate alternative routes for the Blackstone River Bikeway along the riverfront and along Front Street.

Evaluate development of public access to the Blackstone River north of Exchange Street.

**Planning District 6 (Quality Hill/East Riverview)**

Continue to maintain the three large, active recreational areas in this district, including the upkeep and periodic replacement of equipment.

Continue field improvements at McCarthy Park including additional lighting.

Reconstruct/reuse tennis courts at McCarthy Park.

Upgrade and improve recreational facilities at Jenks Junior High School.

Develop city owned waterfront land, including the former state pier, as recommended by the Riverfront Development Commission into a combination of open space, river walks, boat facilities, and seasonal commercial activity.

Upgrade and improve facilities at Pariseau Field.

Explore acquisition and development opportunities for a skate park.

**Planning District 7 (Darlington/Pinecrest)**

Review the possibility of acquiring additional land adjacent to the Ten Mile River Reservation.

Explore acquisition and development opportunities for active and passive recreational uses.

Continue development and construction of the Ten Mile River Greenway.

Upgrade and evaluate the feasibility of expanding the Tomlinson Recreational Facility, including lighting fields.

Upgrade facilities at Potter School.

**Planning District 8 (Darlington)**

Explore other recreational/educational/revenue producing possibilities for Daggett Farm.

Continue infrastructure improvements within Slater Park including the construction of a new sewer line, construction of new rest room facilities, installation and of new water and fire protection services at the Loeff Carousell, automated irrigation, and lighting within the Park.

Continue the Tree Memorial Program.

Reconstruct the Armistice Boulevard entrance to Slater Park.

Update signage throughout Slater Park.

Rehabilitate the Slater Park bandstand.

Engineer a solution to improve water quality in the pond and in Friendship Gardens at Slater Park.

Continue to upgrade and improve Marconi Gardens at Slater Park.

Acquire property and develop the Newman Crosby brownfield into a soccer complex with fields, concessions, restrooms, parking and a walking trail.

Develop parcel of land along the Ten Mile River known as Scout's Island into a picnic area.

**General Recommendations (All Districts)**

Review all land parcels on the City's rivers and all street rights-of-way for public water access and recreational potential, including view sites, walking, biking, fishing and boat launching.

Evaluate sites for acquisition and development for additional athletic facilities throughout the City.

Improve landscaping and plantings in neighborhood parks.

Explore opportunities for additional passive parks in all neighborhoods.

## **SOURCES**

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City of Pawtucket, Rhode Island  
Comprehensive Community Plan

Community Services and Facilities  
Plan Element 6  
2003

Department of Planning and Redevelopment  
175 Main Street  
Pawtucket, RI 02860



## Community Services and Facilities Plan Element 6

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## **I. Goals, Policies and Actions**

### **A. Goals for Community Services and Facilities**

1. Provide the City of Pawtucket with a full range of city services and community facilities commensurate with the needs of an urban industrial city.
2. Promote and improve the services and facilities that are vital to the health, safety, and welfare of Pawtucket's citizens, neighborhoods, and its business and industry.
3. Develop regional linkages and service delivery systems to take advantage of cost reductions and broader service opportunities achievable through economies of scale.
4. Provide cost-effective, environmentally sound utility services that maintain and improve existing quality of life and can accommodate future growth.

#### **Policies**

1. Work with federal, state and local agencies of government and non-profit entities to evaluate, maintain, and upgrade the delivery of services in Pawtucket in accordance with community needs and accepted standards.
2. Encourage citizen participation in the municipal decision making process to assist in the formulation of programs and actions that are responsive to community needs and to inform the public of the basis for decisions.
3. Consider the delivery of services within the regional context of the Greater Providence Area and the Blackstone Valley.

### **B. Goal for Public Works**

1. Recognizing the impact that Public Works have on the progressive image of Pawtucket, continue to provide the City with sufficient equipment and personnel to maintain municipal facilities and to furnish efficient and effective delivery of public works services.

#### **Policies**

1. Provide timely responses to service and infrastructure needs as they occur on an emergency and routine basis.
2. Regularly review and prioritize public works operations and capital need for inclusion in the five-year capital improvement program and the annual municipal budget.
3. To control the costs of lighting at public places, utilize energy efficient, non-glare lighting.

### **Actions**

1. Update, expand and maintain the computerized database necessary to track facility and equipment conditions, maintenance schedules and program improvements.
2. Sustain and improve the City's image through regular facility maintenance, care of equipment and effective program operation.
3. Continue to develop and update maintenance plans for municipal facilities.
4. Continue to utilize GIS technology to streamline and coordinate activities between departments and divisions.

### **C. Goals for Public Buildings**

1. Provide municipal departments and agencies located in leased and publicly owned buildings adequate space to meet programmatic requirements.
2. Maintain and upgrade publicly owned buildings in accordance with sound building maintenance procedures that ensure the overall integrity of the buildings, and in conformance with appropriate codes and standards as they apply to the building and their operational activities, including universal accessibility.

### **Policies**

1. Regularly review the maintenance and operational requirements and standards for municipal buildings.
2. Review proposals for leasing and/or constructing new public buildings to ensure conformance with current codes and standards, access to parking and access to public transportation.
3. Review all proposals for the surplus, sale, or lease of City real estate including schools, vacant land and municipal office buildings, to assure conformance with plans to accommodate unmet space requirements for all municipal functions.

### **Actions**

1. Continue to participate in the five-year capital improvement program.
2. Continue to undertake interior and exterior improvements to public buildings with priority given to buildings that are not currently universally accessible.

### **D. Goals for Sewage Collection, Treatment and Disposal**

1. Improve the water quality of Pawtucket's waterways through the elimination of combined sewer overflows by cooperation with the Narragansett Bay Commission to site combined sewer overflow treatment or mitigation facilities, as necessary.

2. Provide Pawtucket with a citywide system of sewers by maintaining the existing sewers and by making service available to parcels that are not connected to the system, with the connection cost assumed by the property owner.
3. Work with the Narragansett Bay Commission and other City Departments and Agencies to see a viable, long-term solution to sewage sludge disposal that eliminated adverse impacts on Pawtucket's neighborhoods.

### **Policies**

1. The combined use of the sanitary sewer for stormwater and sewage collection contributes to the discharge of untreated sewage to the Blackstone and Seekonk Rivers, therefore no new connections of stormwater drains should be allowed to existing or new sewers.
2. Require developers of unserved parcels of land to connect to municipal sewer system.
3. Through the site plan review process of the Department of Planning and Redevelopment, evaluate proposals for large scale new development and redevelopment that require new sewer and stormwater drainage systems or relocation of systems and implement the separation of combined sanitary and storm sewers.
4. Repairs and system improvements should be timely to protect public health, safety, and welfare.
5. Work with the Narragansett Bay Commission to ensure that combined sewer overflow mitigation facilities are compatible with surrounding existing and proposed land uses, aesthetically enhance their locale, and increase inventories of usable space, recreation facilities, and greenways in the City. Construction of such a facility should be scheduled to minimize disruption and the site should be quickly restored.

### **Actions**

1. In accordance with Rhode Island Department of Environmental Management requirements, continue in the preparation of a sewer facilities plan update, which will become the basis for prioritizing sewer system capital expenditures, operations, and maintenance.
2. Review all proposals to connect to the municipal sewer system.
3. Continue to implement the sewer system maintenance plan, which identifies, evaluates and prioritizes the maintenance, repair and replacement of municipal sewers.
4. Evaluate the sewer system capacity in the Beverage Hill drainage basin to determine the causes of hydraulic overloading and develop a program for eliminating the problem.

5. Continue to prepare a five-year capital improvement program for the maintenance, repair, and replacement of city sewers.
6. Reserve potential sites identified by the Narragansett Bay Commission for the location of combined sewer overflow mitigation facilities.
7. Participate in the identification and evaluation of sludge disposal options for the Narragansett Bay that results in the deactivation of the current disposal site on the Pawtucket – East Providence border.
8. Continue the maintenance and repair of inlet stones damaged by large vehicles throughout the city.
9. Participate in educational programs focusing on innovative solutions to issues facing municipal agencies in the area of sewage collection, treatment, and disposal.

#### **E. Goals for Solid Waste Management**

1. At the municipal transfer station, implement a comprehensive environmentally sound program that addresses source reduction, recycling, composting, and conventional and innovation technologies within the context of statewide solid waste management.
2. Provide residents with continued, regularly scheduled, curbside solid waste collection.
3. Achieve, through the recycling program, a 30 percent reduction in volume of the disposable solid waste stream to reduce the overall cost of solid waste disposal.

#### **Policies**

1. Maintain and seek to improve air and water quality through the development of long term solid waste disposal options.
2. Periodically evaluate collection and disposal options including the curbside collection program, as part of an on-going assessment process to assure system efficiency and effectiveness, identify changing community needs and develop responsive strategies for solid waste management.

#### **Actions**

1. Continue to operate the municipal transfer station at the former incinerator site.
2. Continue the composting program at the municipal transfer station and educate homeowners to compost landscape waste whenever possible.
3. Continue municipal curbside collection of residential solid waste and require commercial and industrial solid waste to be handled privately.

4. Work with the Solid Waste Management Corporation and Rhode Island Department of Environmental Management to develop a regional and statewide solution for solid waste disposal.
5. Continue to operate the municipal volunteer recycling program and curbside recycling.
6. Educate Pawtucket residents on the volunteer recycling program and curbside recycling, emphasizing types of materials to be recycled and methods of household participation.
7. Maintain and improve the City image by policing litter, enforcing anti-litter ordinances, and through regular collection of refuse from sidewalk receptacles. Consider increasing the fine for littering to help encourage use of sidewalk receptacles.

## **F. Goal for Stormwater Management**

1. Manage stormwater runoff to prevent flooding, loss of life, and property damage, to protect ground and surface water quality and to preserve the integrity of natural watercourses and wetlands.

### **Policy**

1. Maintain and improve groundwater and surface water quality by requiring the use of Best Management Practices for stormwater management for all new residential, commercial and drainage system improvement.

### **Actions**

1. Utilize RIDEM's "Standard Requirement for Subsurface Stormwater Disposal Systems within Residential Developments and Roadways", "Land Management Project", "Land Use and Water Quality Issues Series" and the RIDEM-USDA Soil Conservation Service "Rhode Island Soil Erosion and Sediment Control Handbook" for design guidance for all new and improved drainage systems.
2. Where feasible, separate the sanitary sewer and the storm drainage systems and prohibit new connections of storm drains to the municipal sewer system.
3. As part of the site plan review process, require commercial and industrial on-site stormwater management system maintenance to be performed by the owner.
4. Implement minimum flood control standards mandating no increase in the predevelopment peak discharge rates for the two and twenty five year 24 hour storm. Where downstream impacts of the post development 100-year storm are deemed to be significant, no increase above the predevelopment peak discharge should be allowed.
5. Consider the use of alternative pavement types on parking lots, sidewalks, and other vehicular storage and travel ways to reduce stormwater runoff and to preserve architectural and landscape character.

6. Retrofit Best Management Practices for stormwater management in the design and construction of roadway improvements and redevelopment projects.
7. Develop and maintain a Storm Water Management Program Plan to guide Pawtucket into compliance with the Phase II Rule of National Pollutant Discharge Elimination System (NPDES).

## **G. Goal for Water Supply, Treatment, and Distribution**

1. Preserve, protect, and maintain the municipal water supply, water treatment facility and distribution system for the public health, safety and welfare of Pawtucket and the regional communities that rely on the system.

### **Policies**

1. Preserve the Pawtucket Water Supply Board (PWSB) reservoir impoundment system to guarantee a continued source of water for future generations.
2. Protect the water quality of Pawtucket's reservoir by controlling development in the watershed.
3. Modernize the water system distribution network and upgrade/replace the water purification facility as required to improve the quality of delivered water and to ensure adequate flow and pressure for fire fighting and for industrial, commercial and residential use.
4. Conserve the existing, developed water supply.
5. Protect groundwater from contamination and remediate identified sources of groundwater contamination.

### **Actions**

1. Implement through the Executive Office and the PWSB, the Watershed Protection Plan, which establishes a program of land acquisition in the watershed region; requests regional communities to incorporate watershed protection policies and actions in their zoning and subdivision regulations; urges the establishment of intermunicipal agreements for watershed protection and creates a management program to protect water quality.
2. Construct a new water treatment facility in Pawtucket in compliance with USEPA water treatment standards.
3. Continue the PWSB efforts to effect distribution system and treatment facility repairs and improvements in accordance with an accepted capital improvement program.
4. Review PWSB requests for new connections and system expansion to insure adequate supply and delivery and to prevent negative impacts in existing service areas and areas planned for future extensions.

5. Implement through the Department of Building and Code Enforcement the installation of water conservation low flow fixtures in all new and reconstructed buildings in accordance with the State Building Code.
6. Encourage, through the Executive Office, the PWSB, and the Narragansett Bay Commission, industrial water use conservation through exploring the use of groundwater resources, developing process water recycling and other technologies that reduce the use of potable water and the volume of wastewater.

## **H. Goals for Public Safety**

1. Continue to provide responsive police, fire and emergency services on a citywide basis, coordinating where necessary with adjacent municipalities, and eliminating impediments to response time where possible.
2. Promote and improve, where necessary, the services and facilities that are vital to the health, safety and welfare of Pawtucket's citizens, neighborhoods and its businesses and industry. Where necessary, the City should retrofit critical facilities.

### **Policies**

1. Maintain equipment and personnel necessary to meet the emergency response needs of the City.
2. Review and evaluate operations and capital equipment requirements to identify changing needs and to formulate appropriate managerial responses.
3. Explore the feasibility of creating a public safety complex to consolidate all branches of public safety in the City in one centralized location.

### **Actions**

1. Research and evaluate potential sites and funding sources for a new public safety complex in the City.
2. Continue to maintain the good operating condition of the Police Department's vehicular fleet through regular vehicle maintenance and through the vehicular replacement program. Consider the use of energy efficient vehicles in the mix of fleet vehicles.
3. Continue to engage the community through continued involvement in programs such as the Mayor's Environmental Task Force, DARE, and the Citizen's Police Academy.
4. Explore opportunities to update and rehabilitate the existing animal shelter at Slater Park.
5. Continue to improve the municipal capabilities of the Police and Fire Departments including the hiring qualified minority personnel.

6. Continue to enroll Police and Fire Department personnel in educational and training programs as a means to continuously elevate job performance and ensure employee safety.
7. Continue to replace outdated Fire Department vehicles.
8. Continue with improvements to maintain code compliance at municipal fire stations.
9. Continue to implement the requirements of the National Fire Protection Association to ensure the health and safety of fire fighters and the proper performance of their equipment.
10. Continue the Fire Department's participation on regional response teams including hazardous materials response, gross decontamination, mass casualty and search and rescue.
11. Pursue RI Department of Transportation funding to upgrade extraction equipment for vehicular accidents including jaws of life and air bags.
12. Upgrade marine equipment to ensure safety along the City's waterways.
13. Establish a communications center for the Fire Department as a separate building or as a self-contained portion of a building.
14. Continue to pursue funding opportunities from the Federal Emergency Management Agency to assist in helping Pawtucket to be a disaster resistant community.
15. Implement the recommendations in "Strategy for Reducing Risks from Natural Hazard in Pawtucket, Rhode Island, A Multi- Hazard Mitigation Strategy".

## **I. Goals for Senior Services**

1. The City of Pawtucket, Division of Senior Services is responsible for developing a cohesive, comprehensive network of services and programs that responds to the diverse needs of the City's older population. That population includes the socially and economically deprived, and the frail elders living alone within the City.
2. Develop, maintain and expand a variety of programs and services at the Leon Mathieu Senior Center that will meet the physical, educational, social, cultural, financial and emotional needs of adults 60 and older.

## **Policies**

1. Annually review through the budgetary process senior services delivery systems and levels of service to ensure efficient and effective service delivery to qualified residents.



2. Maintain service levels with the objective of targeting social needs through appropriate system expansion.
3. Encourage opportunities for development of regional systems that can benefit from economies of scale while broadening the provision of services.

#### **Actions**

1. Review the Senior Center's mission statement, goals, objectives and status of the work plan during the month of February each year with the established evaluation committee, which includes representation from the aging network, community elders and participants of the Center as well as other City agencies.
2. Reassess the strategic marketing plan that targets all programs and services available through the Leon Mathieu Senior Center.
3. Continue primary services for transportation, meals, social case management, adult day care, primary care physician, as well as educational, recreational and volunteer opportunities.
4. Continue operation of the Leon Mathieu Senior Center, including letters of agreement with the following agencies: Memorial Hospital of Rhode Island (Primary Care Physician), Blackstone Health, Inc. (Adult Day Car), and COASI, providing transportation for the City's two shuttle buses, Meals on Wheels, a congregate meal site, and the Blackstone Valley Community Action Programs and RSVP (volunteer opportunities).
5. Utilize to the maximum extent senior volunteer services in the operation of the senior center and to provide assistance and care to other older adults in the community.
6. Provide opportunities for the City's older adults to become involved in the political process by making them aware of the issues effecting this population on the local, state, and federal levels.

#### **J. Goal for Library Services**

1. Enhance the quality of life for all citizens of Pawtucket by offering services which are indispensable to all and which provide information and opportunities for education, personal enrichment, and recreation.

#### **Policies**

1. Continue to be a proactive resource in the community by increasing awareness and access to library services.
2. Evaluate and refine collections, programs, and services to meet evolving community needs.
3. Maximize technology to meet patron and staff needs.

### **Actions**

1. Create a task force of library neighbors to solve parking problems in the vicinity of the library.
2. Investigate the feasibility of establishing satellite libraries in city neighborhoods, youth centers, or gathering places.
3. Improve access to library resources through improvements on the library website.
4. Improve and develop the collection based upon a recent library survey.
5. Investigate the feasibility of increasing hours of operation at the main library and the bookmobile.
6. Create a Security Task Force to evaluate and provide recommendations for security issues in the area surrounding the library.

## **K. Goal for Social Services**

1. Ensure that residents of the City of Pawtucket are adequately served an accessible range of social services.

### **Policies**

1. The City should remain an active participant in local and state social service networks that serve Pawtucket residents.
2. Utilize the City of Pawtucket's Federal Housing and Community Development Consolidated Plan to identify social service funding priorities under the Community Development Block Grant, HOME, and Emergency Shelter Grant programs.
3. Work independently and with local and non-profit service providers to obtain sufficient funding to meet the social service needs of Pawtucket residents.

### **Actions**

1. Continue to host and convene gatherings of social service providers centered around specific priority social service needs (i.e. Comprehensive Strategy – juvenile delinquency, Substance Abuse Task Force – teenagers, Cancer Control Task Force – potential victims of cancer).
2. Consistently seek out available social service funding at all levels to apply to specific issues or geographic areas (i.e. U.S Department of Justice – Pleasant View Weed and Seed, Rhode Island Housing – Barton Street Neighborhood Revitalization).

3. Work with area social service providers to enable necessary City technical assistance and support for available funding opportunities.
4. Lobby state and federal legislators to obtain necessary funding for social service initiatives, which address the needs of Pawtucket residents.
5. Identify and prioritize the social service needs of Pawtucket residents as part of the needs assessment portion of the City of Pawtucket Federal Housing and Community Development Consolidated Plan.

## **L. Goal for Public Schools**

1. Provide the City of Pawtucket with the physical space required to conduct the educational programs of the City on a neighborhood and citywide basis, while fostering the regionalization of education services consistent with the statewide program.

### **Policies**

1. Continually review and evaluate the school age population and enrollment trends and plan for future enrollment and space requirements for each school.
2. According to Rhode Island Department of Education requirements, update the Asset Management Plan of the Pawtucket School System to identify, prioritize, and schedule building and facility improvements.
3. Ensure that building maintenance, repairs and renovations are in accordance with the building codes and the Basic Educational Program requirements.

### **Actions**

1. Continue to develop and keep up to date the School Department's inventory of required facility improvements for each school in the Pawtucket School System and prioritize actions by school and by type of action for inclusion in the Asset Protection Plan as well as in the City's annual capital improvement program.
2. Continue to implement approved renovations and repairs to the City's schools through the Capital Improvements Program.
3. Continue to evaluate alternatives for the alleviation of overcrowding and the provision of necessary classroom space at schools in need.
4. Pursue funding options for increased resources in special education and English as a second language.
5. Continue to make technology education a priority in the classroom.

## **II. Community Profile and Needs Analysis**

### **A. Introduction**

Community Services and Facilities are those essential ingredients of the City that we have come to rely on for our general well being. They are part of what we typically refer to as our quality of life.

In order for these amenities to be utilized, they must be provided through delivery systems that are unique to the particular service. Often the service or facility is greatly affected by federal or state standards or law, or is the responsibility for the service is shared with other communities in the Blackstone Valley.

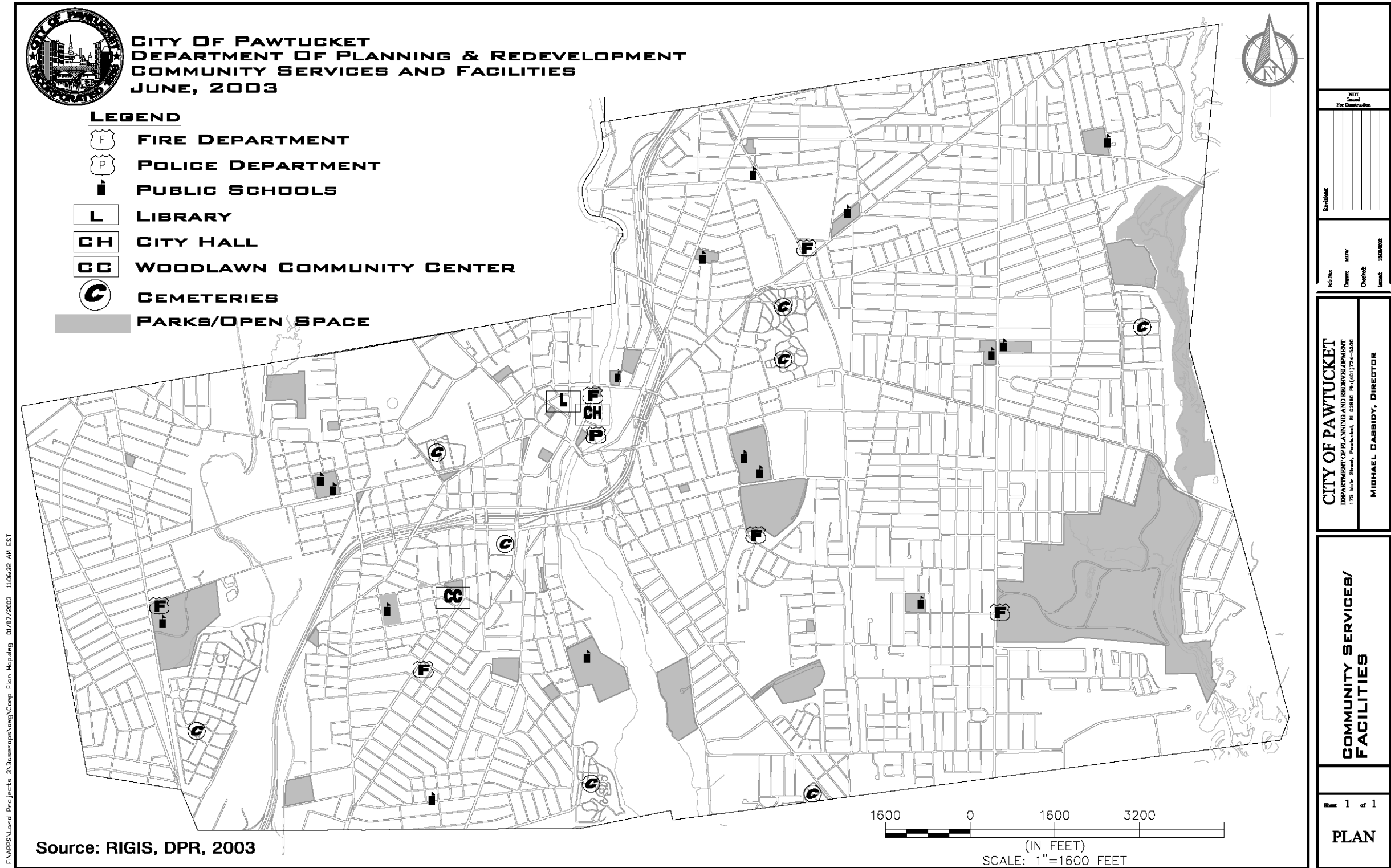
These complexities can impact the cost and the effectiveness of services. For instance, the sharing of responsibilities for sanitary sewage disposal affects the cost to Pawtucket, not only for daily use, but also eventually for the elimination of combined sewer overflows. Standards for education programs and facilities and state building code requirements can influence the cost of providing building space for our schools. The National Fire Protection Standards can require substantial changes in equipment used by our fire fighters to protect their health and safety as well as to protect lives and property. Social services are provided to the City by a number of regional and state entities that must ensure that they are offering services that meet the critical needs of City residents.

Changing community needs must be continually addressed as the City's population becomes more culturally and ethnically diversified. The Pawtucket Library should keep the audio-visual materials up to date and have specialized materials for the non-English speaking public. The police and fire departments may also need to improve their multilingual capabilities to effectively serve our citizens.

Making sure that the roads are paved, the stormwater is collected and drained away, the snow is plowed and public places well maintained, assisting our seniors to reach their daily activities, providing critical services to those in need, keeping our schools in good physical condition and operating with up-to-date facilities, providing sufficient water supply to meet our residential and industrial demand and to provide adequate fire flow, collecting the garbage, recycling the recyclables, and treating our sanitary waste. It is the provision of these services and facilities that improve the quality of live of Pawtucket residents. It is the goal of this plan to promote the health, safety and welfare or the City's citizens, its neighborhoods, and its business and industry through the provision of the necessary community services and facilities. See Figure 6.1 for a map of Pawtucket's community facilities

### **B. Public Works**

Pawtucket's Department of Public Works (DPW) is comprised of eight divisions including: Parks and Recreation, Highway, City Hall Maintenance, Sewer, Sanitation and Recycling, Traffic, Engineering, Building Maintenance, and Equipment Maintenance. The Department's facilities are located at the Public Works Center on Armistice Boulevard. A staff of 153 employees is responsible for providing the Department's varied responsibilities.



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MICHAEL GABBIDY, DIRECTOR	

COMMUNITY SERVICES/ FACILITIES	
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### **Parks and Recreation**

Maintains all passive and active parks, playgrounds and traffic islands throughout the City. Among others, this includes Slater Park, Veterans Memorial Park, and the Hank Soar Complex. The Division is also responsible for recreation programming, facility operations and permits. It coordinates a wide variety of programs, performances, trips, field permits, and is also responsible for maintaining and operating Daggett Farm, the Looft Carousel and the Dennis Lynch Ice Arena. There is a total full time staff of 45.

### **Highway**

Responsible for the maintenance and reconstruction of approximately 200 miles of City streets and curbing including the coordination and supervision of outside contractors. Street sweeping services are provided from April through November and snow removal and icy road condition control during the winter months. The Division coordinates the Youth Litter Corps during the summer, operates the Blackstone Valley Regional Transfer Station on Grotto Avenue, and controls the compost site where the fall leaves are composed into usable mulch. The City owns two cemeteries, the Mineral Spring Cemetery and the Oak Grove Cemetery, both of which are maintained by the Highway Division. There is a total full time staff of 31.

### **City Hall Maintenance**

Responsible for all custodial services for City Hall, Police Station, Police Annex, Public Works Center, Senior Center, Slater Park Office, VIN Station, Fire Station Main Office, and Library. There is a total full time staff of 12.

### **Sewer, Sanitation and Recycling**

Responsible for one weekly trash and recycling pick-up services to Pawtucket residents by City trucks, and bulky waste metals by appointment. The Division also maintains approximately 200 miles of sanitary stormwater lines within the City's sewer system, including maintenance and cleaning of the system's 6,000 catch basins and the operation and maintenance of the City's five sewage pumping stations. There is a total full time staff of 34.

### **Traffic**

Responsible for the design, layout, installation, repair and replacement of the City's traffic control devices, and establishing and implementing detours and road closures for many public and private events. The Division also conducts studies and analysis on improving and reducing congestion and accidents, improving conditions for motorist and pedestrians, and safety through the usage, upkeep and recalibration of traffic control devices. There is a total full time staff of 8.

### **Engineering**

Responsible for the 50-50 sidewalk program, inspection of new sewer tie-ins, survey crews for all new municipal construction and rehabilitation, maintenance of Tax Assessor's maps, utility maps, sewer pipe location maps, and blue prints and records for all municipal facilities. The division is also beginning to become more involved in the management and upkeep of the City's GIS database. There is a total full time staff of 5.

### **Building Maintenance**

Responsible for maintaining all City owned buildings and providing related services including building, remodeling, installation of air conditioners, painting, wallpapering, laminate work, basic plumbing, maintenance of underground sprinkler systems,

restrooms and concession stands, including all winterization of facilities. Electricians maintain electrical systems in all City owned buildings and maintain lights for ball fields as well as the lighting at Slater Park. The division also builds, paints, assembles and maintains stages for City run parades and special events. There is a total staff of 9.

### **Equipment Maintenance**

Responsible for the repair and maintenance of the entire vehicular fleet under the Public Works umbrella as well as the entire police and fire fleet, vehicles from the Pawtucket Public Library and the Senior Center shuttles. The division also maintains and repairs all small engine equipment, orders and apports all fuel, and performs all welding and fabricating. There is a total staff of 14.

### **Summary**

The Department of Public Works has been very proactive in its efforts to meet Federal EPA and State DEM standards for public facilities. Beta Engineering was hired by the City to do an environmental audit of public facilities, showing areas where municipal facilities do not meet EPA and DEM environmental standards. Any deficiencies that are uncovered will be remedied in a timely manner.

Since 1998, the Department of Public Works, in conjunction with the Department of Building and Code Enforcement and the Police Department, has been active on the Mayor's Environmental Task Force. This involves weekly patrols of the City's neighborhoods looking for unsightly properties. The Department of Building and Code Enforcement inspects the property, giving the property owner 2 weeks to clean up the property and begin to repair the code violations. If no action is taken, DPW crews clean the outside of the property and place a lien on the property for the price of the clean up.

Other innovative programs in DPW include the Sidewalk Weed Control Program, and the Litter Program, where the City divided into five districts with continuous litter removal. The DPW has also undertaken several beautification projects where planters with flowers have been placed on traffic islands throughout the City and at public buildings, and the signage program, whereby City signs were standardized and sited on landscaped areas at City entrances, neighborhood entrances and other important City gateways.

## **C. Public Buildings**

The City owns and maintains approximately 318,600 square feet of floor space in 35 buildings located throughout the City. These facilities include the administrative offices and operations for a wide variety of services including emergency services (Fire and Police Departments), Library, Public Works and City Hall. All school facilities are operated and maintained by the Pawtucket School Department. Table 6.1 provides a more detailed summary of the municipal buildings, including construction dates and approximate floor areas of the buildings.



Table 6.1 City of Pawtucket, Municipal Buildings

Building Name	Location	Original Const. Date/Renovations	Type	Total Area
City Hall – includes Police Station & Fire Station #2	Roosevelt Avenue	1934	Masonry	59,900
Public Works Center	Armistice Boulevard	1967	Steel	34,800
Deborah Cook Sayles Library	13 Summer Street	1899-02 / 1962-67	Masonry	20,564
Gerald S. Burns Library Annex	13 Summer Street	1896-99 / 1980-81	Masonry	22,111
Fire Station #1	394 West Avenue	1901	Masonry	5,070
Fire Station #3	2 Columbus Ave	1957	Masonry	5,266
Fire Station #4	397 Cottage Street	1974	Masonry	7,870
Fire Station #5	301 Smithfield Ave	1963	Masonry	5,106
Fire Station #6	385 Newport Ave	1948	Masonry	4,775
Slater Park Office	Slater Park	1874	Wood	1,320
Daggett House	Slater Park	1685	Wood	2,178
Boat House	Slater Park	1917 / 1981	Masonry	4,552
Daggett Farm Building and Gift Shop	Slater Park		Masonry	4,962
Lynch Ice Arena	Beattie Street	1973 / 1979	Masonry	30,926
Municipal Transfer Station	Grotto Avenue	1963	Masonry	17,194
Water Supply Board	Branch Street	1880 / 1980		
Water Treat. Facility	Mill St, Cumberland	1941		
Dog Pound	Slater Park		Masonry	478
Senior Center Remodeled	Original Fire Station 420 Main Street	1896 1980	Masonry	8,842
New Horizons Day Care	Adjacent to 420 Main	1920 / 1989	Masonry	
Carpenter Shop	Armistice Boulevard	1981	Masonry & Wood	2,400
Cemetery Office	Armistice Boulevard	1850	Masonry	288
Cemetery Office (Oak Grove)	Central Avenue	1880	Wood	1,530
Parking Garage	Main Street	1978	Masonry	60,168
Quonset Hut #1	Armistice Boulevard		Metal	4,000
Welding Shop	Armistice Boulevard		Metal	2,000
Police Annex	Armistice Boulevard	1986	Masonry	2,400
Walter Gatchell Wardroom	171 Fountain Street	1887	Masonry	
Darlington Girls Softball League Concession Stand	Slater Park	2000	Masonry	456
Darlington American Little League Concession Stand	Slater Park	1998	Masonry	1,152
Looff Carousel	Slater Park	1910	Wood	3,600
Hank Soar Restrooms	Prospect Street	1990	Masonry	1,170
Veterans Memorial Park Pool Locker Rooms	Smithfield Avenue/ Vets Memorial Park		Masonry	4,280
Fairlawn Little League Concession Stand	Smithfield Avenue/ Vets Memorial Park	2002	Masonry	672
Morley Field Concession Stand and Restrooms	Moshassuck Street		Masonry	602
Max Read Concession Stand and Restrooms	Pleasant Street		Masonry	900
Pariseau Concession Stand and Restrooms	Division Street	2001	Masonry	336
Tomlinson Concession Stand and Restrooms	Daggett Avenue		Masonry & Wood	1,296

Pawtucket Department of Public Works, 2003

Several City owned buildings are leased to private organizations including: Daggett Farm Greenhouse and Gift Shop to the Rhode Island Association of Retarded Citizens (RIARC), Daggett House at Slater Park is leased to the Daughters of the American

Revolution, Boat House at Slater Park is leased to the Rhode Island Watercolor Society, and the Walter Gatchell Wardroom is leased to the Gatchell Post VFW.

As noted on Table 6.1, many of the public buildings date back to the early 1900's and require constant upkeep, maintenance and repair work. Since 1991, a significant number of building repairs have been completed on municipal buildings including:

- Fire/Life Safety Code Violations have been corrected at City Hall
- All wooden overhead doors at all fire stations and six additional locations have been replaced with insulated metal overhead doors
- New roof for the Public Library and DPW Center
- New historically sensitive windows, roof and repointing at the West Avenue Fire Station
- Partial roof replacements at the Cottage Street Fire Station and Senior Center
- New roof and new motorized overhead doors at the Transfer Station
- New windows at City Hall
- City Hall, Police Station and Main Fire Station have all been flood proofed
- City Hall and the Library have been sealed and waterproofed
- All municipal buildings have been outfitted with energy efficient lighting
- New roof at the DPW Center
- All HVAC systems have been updated
- Leveled subsurface at the municipal ice rink
- Emergency generator at the Senior Center
- Upgraded all underground oil storage tanks

Public Buildings are valuable community assets that should be properly maintained. As building codes change and building uses evolve, the space often requires renovations that go beyond simple maintenance. The City has a base of information that has been used to formulate cost estimates to support bond referendum to pay for building repairs. This database should be expanded to include all City owned buildings and the data should be standardized and computerized to allow for prioritization of needs. As needed repairs go unanswered, the greater the disrepair becomes, threatening the viability of municipal buildings.

#### **D. Sewage Collection, Treatment and Disposal**

The City of Pawtucket is virtually 100% sewerred. The existing sewer system is primarily a combined system collecting both sewage and stormwater. Historically, the construction of sewers was begun in the Blackstone and Moshassuck Valley areas in the late 1800's. The Blackstone Valley System was allowed to discharge untreated wastewater directly into the river up until 1954 when the Blackstone Valley District Commission, now the Narragansett Bay Commission (NBC), was formed. Currently, all sewers within the Pawtucket sewer system discharge to NBC interceptor sewers that convey flows to the Bucklin Point wastewater treatment plant in East Providence.

The City owns and maintains approximately 200 miles of collector sewers that directly service the City's residents. The City also owns and maintains as a part of the collection system, five (5) wastewater pumping facilities. These facilities provide for sewer service to lower lying areas, primarily along the Ten Mile River. Table 6.2 provides a summary of the wastewater pumping stations, including capacities. Operation and maintenance of

the local sewer system is provided through the City's Department of Public Works – Sewer, Sanitation and Recycling Division.

Table 6.2 Wastewater Pumping Stations, Pawtucket, Rhode Island

Station Number	Type	Capacity	Size Force Main	Construction Date	Location
1	Duplex Dry Pit	367 gpm at 65' TDH	6"	1980	Narragansett Park
2	Duplex Submersible	160 gpm at 55' TDH 7.5 HP motors	4"	1984	Slater Park
3	Duplex Ejectors	50 gpm at 30' TDH	4"	1979	Parkside
4	Duplex Dry Pit	100 gpm at 44' TDH	4"	1978	Pinecrest
5	Duplex Submersible	100 gpm at 40' TDH 5.0 HP motors	4"	1984	Branch Street

Pawtucket Department of Public Works, 2003

### Combined Sewer Overflows

As previously noted, flows from Pawtucket's collector sewer system go into NBC's interceptor sewers. Considering the system's dual function as sewer and stormwater collectors, wet weather flows increase dramatically beyond the existing pipe capacities. A series of combined sewer overflow (CSO) structures along the Blackstone and Seekonk Rivers provide relief by allowing direct overflow of the system into the River. A total of 20 combined sewer overflows fall within Pawtucket's city limits.

### E. Solid Waste Management

The collection of the City's residential waste is performed through the Department of Public Works, Sewer, Sanitation and Recycling Division. Once per week curbside trash pickup service is provided to City residents through the Division's five daily collection routes. Approximately 27,000 tons of trash was collected in 2002. Commercial and industrial waste collection is contracted directly by the owners with private trash haulers. In addition to the typical weekly curbside pickup services, the Division operates a large-item pickup program for metal items. This service is offered on a weekly basis to residents who call in advance to schedule the pickup. About 435 tons of bulky metal waste was accommodated in 2002.

Trash collected by the Division is delivered to the City's Transfer Station on Grotto Avenue for ultimate disposal at the State's Central Landfill facility in Johnston, RI. The Transfer Station is operated at the former City incinerator building and used the existing facilities, with minor modifications, to accommodate roll-off containers and a hydraulic compactor.

Pawtucket participates 100% in the Rhode Island Resource Recovery Maximum Recycling Program. The City has a once per week curbside recyclable pickup service for a variety of recyclables including: glass, newspaper, plastic and aluminum. Since

2002, all types of paper are recycled in all public schools and public buildings. The City uses recycled paper for City letterhead.

An oil “igloo” container is also available for recycling crankcase oils from City residents. Tires are separated from the waste stream as a matter of typical operation, but recycling opportunities are limited and constantly changing. The Division also operated a composting program for leaves, grass clippings and Christmas trees. Composting facilities are located at the City’s Transfer Station.

Considering the limited remaining life at the state’s Central Landfill in Johnston, recycling and source reduction options will play a key role in helping the City maintain an affordable trash collection and disposal system. The Division plans to pursue source reduction and recycling options to reduce the City’s solid waste stream through various public awareness campaigns, including a twice per year newsletter for recycling and sanitation.

## **F. Stormwater Management**

Only very limited sections of the sewer system has been separated. Accordingly, the existing infrastructure must accommodate widely fluctuating flows during wet and dry weather. The City’s stormwater system includes approximately 6,000 catch basins over 200 miles of streets and sewers. Operation and maintenance of the system including catch basin cleaning and disposal, street cleaning, the flushing of dead end streets, replacement of frames and grates, and other minor pipe cleaning repairs are performed by the Sewer, Sanitation and Recycling Division of the Department of Public Works.

The National Pollutant Discharge Elimination System (NPDES) Phase I storm water program, initiated in 1990, required discharges from large construction sites, certain industrial activities and operators of medium or large municipal separate storm sewer systems (more than 100,000 served), to obtain permits and implement a storm water management program as a means to control polluted discharges from these activities. Since 1984, RIDEM has been delegated the authority to implement the NPDES program in Rhode Island. (RIPDES Storm Water Program, 2002)

The EPA finalized the Storm Water Phase II Rule on December 8, 1999. It requires municipal separate storm sewer systems to obtain permits and establish a storm water management program that is intended to improve water bodies by reducing the quantity of pollutants that can enter storm sewer systems during storm events. The Storm Water Phase II Rule extends the coverage of the NPDES storm water program to include small municipal separate storm sewer systems. The Phase II Rule automatically covers on a nationwide basis, all small municipal separate storm sewer systems located in urbanized areas as defined by the Bureau of the Census, which includes Pawtucket. (RIPDES Storm Water Program, 2002).

Pawtucket received a \$25,000 grant from the RIDEM Nonpoint Source Pollution Program to develop a Storm Water Management Program Plan to guide Pawtucket into compliance with the Phase II Rule. This plan is expected to be complete in March of 2003. The Division will continue to pursue funding sources for the separation of storm and sanitary sewers to comply with EPA and RIDEM standards.

## **G. Water Supply, Treatment, and Distribution**

The Pawtucket Water Supply Board (PWSB) through a system utilizing both surface and groundwater sources, supplies water to the City of Pawtucket, the City of Central Falls and the Town of Cumberland. The original system was established in 1875. Up until 1970, the water system was operated and maintained by the City's Department of Public Works, at which time the PWSB was established to take over all aspects of the water system.

### **Service Area**

The PWSB system is one of the larger water suppliers in the state, serving approximately 110,000 customers in Pawtucket, Central Falls, and the Valley Falls portion of Cumberland. The PWSB has additional contracts with Seekonk, who has used PWSB water only sporadically and East Providence for emergencies. There is the potential for a connection with Attleboro, Massachusetts and Lincoln, Rhode Island. The service area is almost fully developed and includes similar proportions of medium/high density residential, commercial and industrial zoning. (PWSB, Management Plan Review, 2000).

### **Water Sources**

The source of the PWSB water supply is the Abbott Run watershed, a sub basin of the Blackstone Valley Drainage Basin. The watershed covers an area of about 27.8 square miles in the Town of Cumberland, RI and the Towns of Wrentham, Franklin, Plainville, North Attleboro and Attleboro, Massachusetts. The Diamond Hill Reservoir is the first and largest of the ponds and impoundments that make up the surface water supply. It was originally constructed in 1887, has been enlarged twice, and has a storage capacity of 3,666 million gallons of water. Downstream is the Arnold Mills Reservoir. It was constructed in 1927 and can store up to 1,165 million gallons of water. There are four other smaller ponds along the seven-mile length of Abbott Run. The Robin Hollow Pond and the Happy Hollow Reservoir are owned by the PWSB. The total available storage in these ponds is about 135 million gallons. Rawson Pond and Howard Pond are privately owned. The total storage in these ponds is about 43 million gallons. (PWSB, Management Plan, 1998).

The PWSB owns and operates a series of eight wells along Abbott Run that can supplement the surface water supply. The groundwater recharge area for these well generally falls within the surface water watershed area. The PWSB has withdrawn groundwater at various times, most often during the summer months. The PWSB has plans to replace well #2. (PWSB, Management Plan, 1998).

The safe yield of surface sources is 15-17 million gallons daily from surface supplies and 3.6 million gallons daily from groundwater supplies, making the combined water supply safe yield approximately 18.6 – 20.6 million gallons daily. (PWSB, Management Plan Review, 2000).

### **Water Treatment**

Treatment of the water for the PWSB occurs at the single water treatment facility in the system, which is located at 120 Mill Street in Cumberland, on the terminal reservoir in the raw water system, Happy Hollow Reservoir. It was originally constructed in 1938, and the chemical handling system was updated in 1974. A significant portion of the

treatment processes and piping are original to the plant. The plant uses conventional treatment to purify the water from the reservoir. (PWSB, Management Plan, 1998).

The PWSB has solicited bids for the construction of a new water treatment facility in Pawtucket. Because of the age of the current structure, this new treatment plant is essential. Once a contractor is selected, new construction on a state of the art water treatment facility will commence.

## **Distribution System**

### **Pumping Stations**

There are three pump stations in the PWSB system that pump treated water into the transmission and distribution system. Branch Street (Station 4) is located at 85 Branch Street in Pawtucket. It station serves as the main pumping station for the PWSB. In 1983, five new pumps were installed at this facility: three 9 MGD pumps, one 6 MGD pump and one 3 MGD pump. Original design capacity was 36 MGD but due to impeller trimming and operating inefficiency, the current estimated output capacity equals 27 MGD. In 1993, the PWSB replaced the impellers and installed new surge control valves. (PWSB, Management Plan, 1998).

The second pump station is also on Branch Street (Station 1). It is also located at 85 Branch Street and is an emergency station consisting of one 9 MGD pump coupled to a diesel engine. This pump has been run periodically during power outages. (PWSB, Management Plan, 1998).

The third pump station is the Spring Street Station (Station 3), was built in 1888. It is located 800 feet south of the water treatment plant and is connected to the source by a 36-inch diameter gravity pipeline. The station is currently equipped with one 12 MGD pump and one 5 MGD pump, for a total pumping capacity of 17 MGD. At present, this station is used for emergencies due to the poor condition of the equipment. (PWSB, Management Plan, 1998).

### **Transmission System**

The PWSB owns and operates a total of 243.27 miles of transmission and distribution water main. Approximately 60 percent of these mains are unlined cast iron pipe. All water mains 16 inches and larger are considered transmission mains and do not have water services. The total length of transmission mains is approximately 19 miles. (PWSB, Management Plan, 1998).

Water is conveyed from the treatment plant through a 54-inch gravity main to the Branch Street pumping station. The pumping station delivers water into a network of transmission mains, which convey the water to the storage facilities at Stump Hill, and into the distribution mains to the customers. (PWSB, Management Plan, 1998).

The transmission system is composed of one major loop originating at the Branch Street pumping station consisting of 20" – 24" – 36" mains, and two major sub-loops. One sub-loop delivers water to Central Falls and included a 16" main and the second sub-loop includes 20" and 24" mains with mayor tap connections at Lonsdale Avenue and Central Avenue. (PWSB, Management Plan, 1998).

The PWSB is hydraulically connected and can supply water to five neighboring municipal water systems: the Towns of Cumberland, Lincoln, and East Providence in

Rhode Island and Cumberland and Seekonk in Massachusetts. (PWSB, Management Plan, 1998).

#### Water Services

The PWSB meters 100 percent of its customers and maintains two types of billing periods. Approximately 665 accounts are metered and billed quarterly; these accounts were previously termed “Industrials” and represent the larger consumers of water. However, some accounts were put into this group for reasons other than level of consumption, such as locations at which the meter may be hazardous to read. This grouping is now designated at “Quarterlies”. The remaining accounts (approximately 22,000) are metered and billed semi-annually. These accounts were previously termed “Residential” and generally represent low to medium consumption. This group is now designated “Semiannuals”. (PWSB, Management Plan, 1998).

In 1988, the average water use was 13.0 MGD then decreased to 12.3 MGS in 1989. In 1992, the average water use was 14.3 MGD. In 2000, the average daily demand was 12.8 MGD and it was projected to be 14.9 in 2005 and 16.8 in 2020, the average water use is projected to be 21.9 MGD. (PWSB, Management Plan, 1998 and Management Plan Review, 2000).

According to the PWSB, in 2002, the ten largest uses of the PWSB system are:

- Osram Sylvania
- Pawtucket Power Associates
- Memorial Hospital
- Microfibres, Incorporated
- Angelica Healthcare
- Slater Dye
- Prospect Heights (Pawtucket Housing Authority Complex)
- Northeast Cable Corporation
- Wyatt Detention Facility
- Providence Metallizing Company

#### **System Management**

##### Leak Detection and Repair

From July 1985 to May 1986, the PWSB employed the services of Heath Consultants, Inc. of Stoughton, Massachusetts to conduct a Leak Detection Program. During this time, every section of the water main owned by the PWSB was (233.53 miles) was inspected using a sensitive sonic detection instrument. The survey was successful in locating a total of 88 leaks, with an estimated loss of 2.6 million gallons per year. 79% of the leakage was service related, 16% of leakage was hydrant related and 5% of the leakage was water main related. Each of these leaks was repaired. (PWSB, Management Plan, 1998).

##### Capital Improvement Plan

The Pawtucket Public Building Authority was created in 1990 through a voter referendum for the purpose of financing water supply capital improvements. There have been two bond authorizations totaling \$20 million of revenue bonds. As security for this bonding, the Cumberland watershed area was transferred by the City of Pawtucket to

the Public Building Authority. The City of Pawtucket now leases the water system from the PPBA and subsequently subleases it to the PWSB.

The entire first \$10 million of bond funds has been spent on cleaning and lining transmission mains, as well as for studies evaluating the need for additional capital improvements. Approximately 428,000 feet of main has been relined/replaced as of 2002. The second \$10 million of revenue bonds are being spent on cleaning and lining transmission mains, as well as improvements to the water treatment plant. A third \$10 million Bond Anticipation Note (BAN) is being spent on treatment plant improvements, water main cleaning and lining/replacement projects.

In addition to PPBA bonds, loans through the State Revolving Loan Fund (SRLF) of the Safe Drinking Water Act (SDWA) are available, grants from the Rhode Island Water Resource Board (WRB) are available and approximately \$900,000 each year in Operations and Maintenance (O&M) funding and Infrastructure Replacement Funds (IRF) has been made available through the rate structure to fund general system improvements and update computer resources. (PWSB, Management Plan, 1998).

Project	Amount	Source
<b>FY 2000</b>		
Lining – Phase IIIC	\$1,943,130	WRB/IFR
<i>Total FY 2000</i>	<i>\$1,943,130</i>	
<b>FY 2001</b>		
Main Replacement	\$2,394,645	PPBA
Cleaning/Lining	\$3,072,053	PPBA
Treatment Plant Design	\$1,200,000	PPBA
<i>Total FY 2001</i>	<i>\$6,666,698</i>	
<b>FY 2002</b>		
Cleaning/Lining	\$3,851,694	PPBA
<i>Total FY 2002</i>	<i>\$3,851,694</i>	
<b>FY 2003</b>		
Main Replacement	\$724,928	IFR
MR-1 Main Replacement	\$900,000	PPBA
<i>Total FY 2003</i>	<i>\$1,624,928</i>	
<b>FY 2004</b>		
CL-1 Cleaning/Lining	\$4,300,000	SDWA/SRLF
MR-2 Main Replacement	\$1,500,000	IFR
Treatment Plant Repairs	\$1,750,000	O&M/IFR
<i>Total FY 2004</i>	<i>\$6,550,000</i>	

Source: PWSB, Management Plan, 1998 & PWSB Records, 2003

### New Treatment Plant

In 1998, the PWSB hired a professional engineering service to evaluate the water treatment plan. Specific components and processes appeared to be reparable when considered independently. However, when considered as a total group, it became evident that the costs and impacts associated with the collective needs made a new water treatment facility the most viable option. In January 2002, bids were solicited to design, build and operate a new water treatment plant to replace the existing plant in Cumberland, built in 1938. The new plant is necessary to stay in compliance with federal water quality standards that will grow stricter in several stages over the next



seven years. The new plant would be located behind PWSB headquarters on Branch Street, in Pawtucket. Construction cost of the new plant is currently estimated at \$45 million, in an overall project of about \$75 million.

There has been significant debate over which vendor to award the project stalling the project for over a year. As a result, the PWSB must spend \$1.77 million in repairs to keep the existing plant running another three years.

### **Summary**

The biggest priority of the PWSB is to construct the new water treatment plant. The old one is outdated and too costly to repair. If the situation is not remedied in the near future, the existing facility will violate EPA standards that carry a \$25,000 per day fine and endanger the health and safety of more than 100,000 people who use the system.

## **H. Public Safety**

Emergency services are provided to the community through the Department of Public Safety, which includes the Police, Fire and Emergency Management Departments. The Mayor is the supervisor of the entire Department of Public Safety.

### **Police Department**

The Police Department is headquartered in the City Hall complex on Roosevelt Avenue. All administrative functions and temporary lock-up facilities are located at this office. The Department's vehicular fleet operates from facilities on Armistice Boulevard, adjacent to the Public Works Department Complex. For the year 2001, the Department received 67,805 calls resulting in a total of 14,505 written reports.

#### Staffing

The Department has 153 authorized police officers. The personnel breakdown includes:

- 1 – Chief
- 3 – Police Commanders
- 5 – Captains
- 8 – Lieutenants
- 22 – Sergeants
- 20 – Detectives
- 94 – Patrolmen

The Department employs 63 civilian personnel, which includes, among others, school crossing guards, animal control officers, VIN station inspectors, and police signal operators.

#### Police Responses

Table 6.3 summarizes the total annual calls received by the division compared to the responses requiring written reports filed, for the period 1997-2001.

Table 6.3 Responses and Written Reports, 1997-2001, Pawtucket Police Department

Year	Total Calls	% Change	Reports Taken	% Change
1997	71,813		14,862	
1998	73,499	2%	14,223	-4%
1999	61,439	-16%	15,978	12%
2000	65,359	6%	14,546	-9%
2001	67,805	4%	14,505	- <1%

Pawtucket Police Department Annual Report, 2001

Table 6.4 shows a 5-year summary of the number of major crimes by category. The incidents falling within these categories are reportable to the FBI under the Uniform Crime Index System.

Table 6.4 Summary of Index Crimes, 1997-2001, Pawtucket Police Department

Offenses	1997	1998	1999	2000	2001	% Change by Crime
Murder	1	0	1	0	2	50%
Rape	23	35	39	37	23	0%
Robbery	96	67	89	91	84	-12%
Assault	131	197	152	163	162	19%
Simple Assault	1,191	955	879	1,001	1,025	-14%
Burglary	791	517	591	516	528	-33%
Larceny	1,592	1,474	1,712	1,637	1,677	5%
Vehicle Theft	458	407	459	421	601	24%
Total	4,283	3,652	3,922	3,880	4,102	- 4%

Pawtucket Police Department, Annual Report 2000, 2001

As shown in Table 6.5, the City has a history of supporting the public safety mission of the Police Department through budget increases each of the past five years.

Table 6.5 Pawtucket Police Department, Budget History

Year	Expenditure	% Change
1998-1999	\$11,611,341	
1999-2000	\$12,140,644	4.4%
2000-2001	\$12,952,701	6.3%
2001-2002	\$13,907,090	6.9%
2002-2003	\$14,868,489	6.5%
Total Change		21.9%

City of Pawtucket, Annual Budget, FY 1999-2003

### Summary

It has been a priority for the Police Department to become more and more directly involved in the different neighborhoods throughout the City to adequately address the major safety issues and resident concerns. Besides the already established and successful programs of the Department (i.e. Crime Watches, DARE, Alzheimer's Alert Program), the Police Department has implemented a number of programs to become a more visible presence in neighborhoods throughout the City. There is a 20-person bike

unit that patrols City neighborhoods in the spring, summer and fall. This program is another way for the Department to become more involved with community residents and business owners and be available to hear safety concerns and issues from those directly affected. There is also a fully equipped mobile command center that can be relocated to different areas of the City on an as needed basis.

Another successful program of the Department has been the Citizens Police Academy. This program is offered to Pawtucket residents who want to learn about the role of the police in the community. This extensive six-week course gives residents first hand knowledge of each police department from the Crime Scene Investigators who investigate crime scenes and the Special Squad that deals with drugs and weapons. Participants are given a tour of the police station and are involved in “mock” police situations such as “car stops” and “clearing a room”. The participants view videos from actual homicide scenes and car accidents to get a feel for the seriousness of most police situations. Department heads and patrol officers give presentations so participants learn the different positions within the police department and the procedures for moving through the ranks. The Citizens Police Academy has been very successful and is geared for both adults and youth. Participants go on to complete the full course enjoyed the experience and learned a great deal about their local police department.

The major problem facing the Police Department at its current location is space. The facility is dated and too small to adequately accommodate all the personnel and programs currently operating from Police headquarters. The most desirable remedy to this issue is a new public safety complex where parking, municipal court, police administration and communications can be properly sited and located. Rehabilitation of the existing facility does not solve the two major existing problems, which are lack of interior space and lack of parking.

### **Fire Department**

The Fire Department maintains 6 active stations serving the City. Table 6.6 lists the existing fire stations. The Department is headquartered at the City Hall complex on Roosevelt Avenue and provides operational service through 2 shifts per day, 24 hours per day, 7 days per week, 365 days per year. The Department currently has a Class 2 ISO Rating, which reflects favorably on the Department’s fire prevention and fire fighting capabilities. The rating also effects insurance rates for residential, commercial and industrial buildings. The Department maintains full fire fighting capabilities for multi-story building fires. This is an important for the several multi-story residential complexes for seniors in the City.

### **Staffing**

The Fire Department employs total staff of 146 and provides operational service through 2 shifts per day. Each shift is staffed by a Battalion Chief and provides a minimum staff manpower of 31 per shift. The Department staff personnel includes the following:

- 1 – Chief
- 1 – Assistant Chief
- 4 – Battalion Chiefs
- 8 – Captains
- 28 – Lieutenants
- 6 – Rescue Lieutenants
- 2 – Rescue Captains
- 98 – Fire Fighters

The standard for Fire Department staffing requirements is generally five full time fire fighters per 1,000 dwelling units. Based on the current number of full time personnel in proportion to the 2000 count of dwelling units, 31,360, a net deficiency of 11 fire fighters exists. Considering the slow population increase that is projected for the next 10 years and the slow rate of new dwelling unit construction, this deficiency is not expected to increase significantly.

#### Facilities

As shown on Table 6.6, all of the existing fire stations are old structures ranging in age from 102 to 28 years old. Station 4 at 397 Cottage Street is the most recent structure, built in 1974. All of the stations require varying degrees of improvements to correct Building and Life Safety Code deficiencies. The Fire Department has identified potential improvements approaching \$1 million to correct existing deficiencies. An extensive rehabilitation of the exterior of West Avenue was completed in 2002 to ensure that the structure remain a focal point of the neighborhood and retain its historic character. Exterior rehabilitation of the other facilities in the City is also necessary. Interior rehabilitation of the West Avenue structure as well as the other structures is necessary to update heating systems, electrical wiring, and plumbing fixtures.

Table 6.6, Pawtucket Fire Stations

Station Number	Location	Construction Date	Construction Type	Area (Sq. Ft.)	Equipment	Staff per Shift
1	394 West Avenue	1901	2 Story Masonry	5,070	1 – Engine 1 – Rescue	5
2	Roosevelt Ave./City Hall	1937	2 Story Masonry		1 – Engine 1 – Ladder 1 – Marine 1 – Battalion 1 – Chief	7
3	2 Columbus Avenue	1957	1 Story Masonry	5,266	1 – Engine 1 – Marine 1 – Res.Lad. 1 – Res.Res.	4
4	397 Cottage Street	1974	1 Story Masonry	7,870	1 – Engine 1 – Ladder 1 – Rescue	8
5	301 Smithfield Avenue	1963	1 Story Masonry	5,106	1 – Engine 1 – Res.Eng. 1 – Res.Res.	3
6	385 Newport Avenue	1948	2 Story Masonry	4,775	1 – Engine 1 – Res.Eng.	7

Pawtucket Fire Department, 2003

#### Equipment

The Fire Department's primary equipment includes six engines (pumper trucks), two aerial ladder trucks and two rescue units, each providing advanced life support (ALS) system capability. The Department also maintains reserve equipment including two pumper trucks, one aerial ladder truck and two rescue units. Table 6.7 presents a listing of the Department's primary and reserve vehicular information. As indicated on the table, many of the vehicles are over 10 years old. Replacement, up grading and life cycling of the Department's fleet should be continued.

Table 6.7 Fire Department Vehicles

Name	Make	Year	Capacity	Comments
Engine 1	E-One	1994	1250 GPM	
Engine 2	Ferrara	2000	1250 GPM	
Engine 3	Maxim	1989	1500 GPM	
Engine 4	E-One	1993	1250 GPM	
Engine 5	Beck	1992	1250 GPM	
Engine 6	Maxim	1989	1500 GPM	
Engine 7	Beck	1992	1250 GPM	Reserve
Engine 8	FMC	1985	1250 GPM	Reserve
Ladder 1	E-One	1995		
Ladder 2	E-One	1991	110' Ladder	
Ladder 3	Maxim	1972	85' Ladder	Reserve
Rescue 1	Ford F350	1999		
Rescue 2	Ford F350	1997		
Rescue 3	Ford F350	1991		Reserve
Rescue 4	Ford F350	1988		Reserve
Marine 1	Boston Whaler		18' Rescue Boat	
Marine 2	Quick Silver Inflatable	1997	10' Rescue Boat	

Pawtucket Fire Department, 2003

Fire and Rescue Responses

Based on Fire Department records, the total number of responses and incidents has gone up from 10,578 in 1997 to 16,696 in 2001, an increase of 37%. The number of fires has risen by 41% and the number of rescue calls has risen by 25%.

Table 6.8 Pawtucket Fire Department, Summary of Responses, 1997-2001

Year	All Responses	Fires	Rescue Calls
1997	10,578	521	7,498
1998	17,271	759	10,397
1999	n/a	92	n/a
2000	18,302	607	10,973
2001	16,696	881	10,025
% Change	37%	41%	25%

Pawtucket Fire Department, Annual Reports, 1997-2001

Table 6.9, shows the Fire Department budget through the past five years.

Table 6.9 Pawtucket Fire Department, Budget History

Year	Expenditure	% Change
1998-1999	\$10,199,971	
1999-2000	\$10,432,459	2.3%
2000-2001	\$11,359,016	8.2%
2001-2002	\$13,558,425	8.4%
2002-2003	\$13,423,870	- 1%
Total Change	\$3,223,899	24.1%

City of Pawtucket, Annual Budget, FY 1999-2003

### Summary

The Fire Department conducts educational seminars on fire prevention and evacuation at the schools as well as at the elderly high rises. Staff of the Department also participate in community affairs as members of the Mayor's Committee on the Health and Safety of the Elderly.

Similar to the Police Department, the major problem facing the Fire Department at its current headquarters is space. The facility is dated and too small to adequately accommodate all the personnel and equipment needed at that location. A public safety complex would be ideal so that the Police Department and Fire Department can share resources where feasible and design and construct a space that would fully meet their layout and space needs.

The stations themselves need extensive renovation and modernization to be brought up to code for health and safety requirements. The priority projects include the installation of new smoke detectors and carbon monoxide detectors at all locations, and the replacement and modernization of the plumbing and electrical system at the headquarters, Newport Avenue and Columbus Avenue.

The dated equipment must also be replaced to maintain safe working conditions for the fire fighters. Currently, the Department is in need of a new aerial ladder truck, a new pump engine, a new fully equipped rescue vehicle, and two staff vehicles.

Continued participation in regional response teams for hazardous materials, gross decontamination, mass casualty and search and rescue is also important. Personnel should continue to participate in training and the Department should seek ways to upgrade the equipment need for such emergencies.

The Department should also continue to meet the requirements of the National Fire Protection Association 1500 code, which has been adopted by the State of Rhode Island. These provisions include the continued update and replacement of protective clothing, ladders and equipment.

### **Emergency Management and Response**

Man made disasters (fire, chemical spills, war) and natural disasters (flood, hurricanes, blizzards) are destructive and disruptive events that can affect any community. Past disasters have taught valuable lessons on mitigation and recovery out of which has emerged the field of emergency or civil preparedness. The Federal Emergency Management Agency (FEMA) is the federal branch of emergency preparedness, assisting communities to recover from disaster as well as assisting them in becoming disaster resistant. In the northeast, FEMA has been most active in establishing development codes for regulating building in flood prone areas. All states now have emergency management agencies, as do many large cities. Pawtucket has a Director of Emergency Management housed at the Public Safety Operation Center at 250 Armistice Boulevard.

In the case of an emergency, the office of the Director of Emergency Management at the Public Safety Operations Center will function as the Emergency Operations Center. The Emergency Management Agency has signed a cooperative agreement with the American Red Cross and four structures in Pawtucket (Jenks Junior High School, Varieur Elementary, Curvin McCabe Elementary School and Elizabeth Baldwin

Elementary School) have been designated as emergency shelters in the case of a natural disaster.

The completion of “A Strategy for Reducing Risks from Natural Hazards in Pawtucket, Rhode Island” was integral in the City receiving \$300,000 from the Federal Emergency Management Agency in 1999 to implement projects that would reduce flood risks in the City. This funding enabled the City to be proactive in creating a disaster resistant community. As a result of the funding, a number of important projects were completed including; rebates to approximately 35 residents for installing backflow prevention valves, installation of an emergency generator connection at the Senior Center, installation of backflow prevention valves at City Hall, the Fire Station and the Police Department, design and printing of “Safety Guidelines for Storms and Hurricanes”, design and printing of Disaster Preparedness Coloring Book to educate young children about disaster preparedness, training sessions for a variety of special interest groups including Post Disaster Recovery for municipal and private industry and general training for boards and commissions, and a complete catch basin cleaning of Darlington area of Pawtucket where major street flooding has recently occurred. The City also obtained a Class 8 rating from FEMA’s Community Rating System, entitling affected properties to lower flood insurance rates.

The Director of Emergency Management also acts as the liaison for Emergency-911 (E-911). Those responsibilities include: the review and update the E-911 Master Street Guide (MSG) annually or as often as requested, verification and confirmation of street ranges, check and correction of incorrect addresses, verification and confirmation new locations and addresses, and attendance at state and regional meetings and workshops as scheduled.

## **I. Senior Services**

The Leon Mathieu Senior Center was designated as Pawtucket’s community focal point on aging in November 1, 1980. The facility opened after the major renovation of a vacant Fire Station and was funded by Community Development Block Grant and Title V of the Older Americans Act monies. The Rhode Island Department of Elderly Affairs was an integral participant.

The Leon Mathieu Senior Center has demonstrated its capability to provide comprehensive services to its elderly population. The core of this effort is embodied within the two tenant agencies, which work cooperatively, and in a coordinated manner, to deliver a wide array of accessible services to senior citizens. The co-location of providers allows for a more comprehensive mix of services, while also eliminating potential areas of duplication. The thesis of each agency “doing what it does best” has proved to be a guiding principle for the coordination of individual efforts into collective outcomes. The Senior Center represents a strong partnership between local government and private non-profit senior service providers. The Pawtucket Senior Citizens Council serves to insure continued commitment to quality programming.

The Senior Center enjoys its positive community image of providing full access to information and services available through all federal, state, and local sources with an emphasis upon targeting services to low and low-moderation income individuals. The Senior Center offers a variety of programs which include: support services, a monthly newsletter, daily exercise classes, monthly health screenings, educational programs, tax

preparation, arts and crafts, information and referrals on resources, programs and services available locally, statewide and federally, RIPTA bus passes, Senior Health Insurance Programs, Alzheimer's Alert Program and RI Pharmaceutical Assistance to the Elderly.

One of the most successful programs of the Senior Center is the Check 'Em Program run in conjunction with the Police Department. The Check 'Em Program is a telephone reassurance system that will call senior 60 years of age or older living in their own home, or who live in private apartment, to ensure that they are okay. This is a potential life saving program that is free to Pawtucket residents. It is especially comforting to children living out of state with an older parent living along. An automated call is placed in the morning. If there is no answer, the call is placed again every 15 minutes for 45 minutes. If there is still no answer, a policeman is dispatched to check on them. Although the number of people enrolled in the program is constantly changing, the program averages about 100 participants.

After a 16-month evaluation and application period, the Leon Mathieu Senior Center became nationally accredited by the National Council on the Aging's National Institute of Senior Centers, as of January 2002. The Center is one of 14 accredited senior centers in Rhode Island and one of fewer than 100 accredited senior centers nationally.

## **J. Library Services**

The Pawtucket Public Library is a facility made up of two connected buildings, both of which are on the National Register of Historic Places. The buildings provide 42,675 square feet for library use including seating for 225 users and a 100-seat auditorium. The library is open 68 hours per week during the winter and 64 hours per week during the other seasons. The library also has a bookmobile that delivers library services to Pawtucket neighborhoods and schools.

The library owns over 190,000 items, including books, videos and audio materials. Not included in this number are periodicals and the many on-line resources that the library subscribes to and makes available to its users in the building and through the library's website [www.pawtucketlibrary.org](http://www.pawtucketlibrary.org).

The library has recently seen an increase in its circulation rate and door count because we have been able to purchase more materials than in the past and to have additional staff available to serve the public. These improvements were funded by increased state funding and continued city support.

The library is a member of a network of public libraries in the state that share a common database and circulation system. They purchase many items as a group at a discounted rate. Interlibrary loan is provided to library users through a multi-type statewide library network called Library of Rhode Island.

Library services include traditional information/reference service, circulation of materials, and programs for children, young adults, and adults. Two of the library's most popular programs are computer workshops and literacy classes. The library provides meeting room space for community meetings, access to the Internet and personal computers for public use. The library's website includes information about the library's services, library's catalog, links and on-line resources our users find invaluable.



## **K. Social Services**

The City of Pawtucket is an active partner in the network of social service providers that assist Pawtucket residents. Whether hosting monthly strategy sessions around the issues of juvenile justice (Comprehensive Strategy) and substance abuse (Substance Abuse Task Force) or directly obtaining specific social service targeted funding (i.e., Pleasant View Weed and Seed), the City of Pawtucket is constantly working to enhance the resources available to address the social service needs of Pawtucket residents.

The City of Pawtucket has, and will continue to, partner with area interest groups and providers to define the nature and extent of social service issues, lend technical expertise, develop appropriate programmatic responses, identify available resources, apply and lobby for grant and legislative monies, and participate in implementation efforts.

## **L. Public Schools**

### **General**

The Pawtucket School System consists of 11 elementary schools, 3 junior high schools, and 2 senior high schools. The Webster Street Elementary School is space leased by the School System to help alleviate the overcrowding in the elementary school. The space has been leased for 6 years and there are no plans to incorporate the space permanently in the School System. The oldest facility in the system is Slater Junior High School (1915) while the newest schools are Jenks Junior High and Curvin McCabe Elementary School (both 1977). Table 6.10 provides an overview of the different facilities, including current enrollment and estimated student capacity for each school.

### **Enrollment Trends**

Enrollments have been decreasing since a historic high of 12,474 students in 1970. Between 1990 and 2000, enrollments have risen in elementary schools by 15%, in junior high school by 35% and high school by 17%. But since 2000, elementary school and junior high school enrollment has begun to drop while high school enrollment has increased slightly. Refer to Table 6.11 for recent trends in overall school enrollments. Although enrollments are dropping, there is still major overcrowding in the elementary schools. The current trend is that the elementary school enrollments will continue to drop due to a decreasing birth rate, but because of family mobility and transience, it cannot be assumed that the current overcrowding issues will be alleviated. Table 6.12 addresses projected public school enrollments through 2005. It appears that while elementary and junior high school enrollments will likely drop, high school enrollments will increase by about 10%.

Table 6.10, Pawtucket Public School Facilities

Facility	Enrollment (2002)	Capacity (estimated)	Remaining Capacity	Bldg. Floor Area (sq. ft.)	Site Size (acres)	Grades	Con. Date
Baldwin	745	561	-184	58,570	3.8	K-5	1963/1974
Cunningham	548	439	-109	45,244	2.4	K-6	1965
Curtis	385	367	-18	40,557	3.38	K-6	1956/1965
Curvin/McCabe	501	367	-134	47,160	3.01	K-6	1977
Fallon	583	506	-77	63,090	2.74	K-5	1949/1968
Greene	558	367	-191	65,200	3.61	K-6	1918
Little	402	430	28	40,296	4.96	K-5	1967
Potter/Burns	586	534	-52	56,280	2.98	K-6	1919
Varieur	405	427	22	48,920	3.66	K-6	1971
Webster Street	209			Leased		4-6	
Winters	459	334	-125	42,576	2.6	K-4	1961
<i>Total Elementary</i>	<i>5,381</i>	<i>4,332</i>	<i>-1049</i>	<i>507,893</i>	<i>33.14</i>		
Goff	630	820	190	98,750	2.22	6-8	1931
Jenks	763	802	39	113,000	5.74	6-8	1977
Slater	670	865	195	109,720	2.0	6-8	1915
<i>Total Junior High</i>	<i>2,063</i>	<i>2,487</i>	<i>424</i>	<i>321,470</i>	<i>9.96</i>		
Shea	1,137	1,046	-91	118,281	3.73	9-12	1940
Tolman	1,307	987	-320	147,000	2.77	9-12	
<i>Total Sen. High</i>	<i>2,444</i>	<i>2,033</i>	<i>-411</i>	<i>265,281</i>	<i>6.5</i>		
<b>TOTALS</b>	<b>9,888</b>	<b>8,852</b>	<b>-1,036</b>	<b>1,094,644</b>	<b>49.6</b>		

Pawtucket School Department, 2003

Table 6.11, Pawtucket School Enrollment History

	2000	2001	2002	Net Change	Percent Change
Elementary	5,692	5,419	5,381	- 311	- 5.5%
Junior High	2,096	2,134	2,063	- 33	- 1.6%
Senior High	2,281	2,280	2,444	+ 163	+ 6.7%
Total Public School	10,069	9,833	9,888	- 181	- 1.8%
Total Private School (estimated)	2,044	2,036	2,028	- 16	- 0.8%
Total	12,113	11,869	11,916	- 197	- 1.7%

Pawtucket School Department, 2003

Table 6.12, Pawtucket Public School Projected Enrollment

Grades	2002	2003	2004	2005	Net Change	Percent Change
Elementary	5,381	5,233	5,089	4,949	- 432	- 8.1%
Junior High	2,063	2,047	2,032	2,016	- 47	- 2.3%
Senior High	2,444	2,531	2,622	2,716	+ 272	+10.1%
Total	9,888	9,812	9,743	9,681	- 207	- 2.1%

Pawtucket School Department, 2003

## School Capacities

### Elementary Schools

As Table 6.10 shows, most of the elementary schools are operating beyond capacity for the current 2002 enrollment. In fact, overcrowding in elementary schools has been such a problem that the Pawtucket School Department has been leasing space for the Webster Street School for 6 years now. The current lease expires in 2003 and it is expected that children will be transferred into the existing permanent elementary schools. The single largest shortfall exists at Baldwin, which also has the largest total enrollment. Overall, the 11 elementary schools have a combined over enrollment of 1,049 students. According to Table 6.12, elementary school enrollment is expected to decrease by about 400 students over the next few years, which will help the overcrowding but will not fully solve the problem.

### Secondary Schools

All three junior high schools are operating below capacity. To help alleviate the elementary school overcrowding, some 6<sup>th</sup> grades are housed at the junior high schools. Jenks Junior High has the highest individual enrollment and is also operating closest to capacity. Junior High enrollments are expected to decrease slightly over the next few years. The high schools are currently operating above capacity by 411 students. Tolman High School has the highest individual enrollment even though its capacity is less than that of Shea High School. High School enrollment is expected to rise by 10% over the next few years, intensifying the current overcrowding issues.

## School Facilities

Each year, the Pawtucket School Department is required to submit an Asset Protection Plan to the Rhode Island Department of Education, which illustrates the most important school facility projects for the fiscal year. The Pawtucket School Department links the Asset Protection Plan directly to its Capital Improvement Plan request.

### Capital Improvement Program

Using the Asset Protection Planning process mandated by the Rhode Island Department of Education, the Pawtucket School Department has outlined a number of projects that would be completed using funding from the capital improvement. These projects include upgrades to existing facilities like painting, parking, masonry, and window replacement.

The Pawtucket Capital Improvement Program (2003-2007) includes \$8,450,000 as shown in Table 613.

Table 6.13, Pawtucket School Department, Capital Improvement Program 2003-2007

	2001-2002	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007
Building Improvements	\$1,600,000	\$1,500,000	\$1,500,000	\$1,250,000	\$1,250,000	\$1,350,000

City of Pawtucket, Capital Improvement Program, 2003-2007

## Summary

The Pawtucket School Department will continue to perform renovations on existing facilities to provide students with the best school environment possible. The Department will also continue to provide technology related opportunities for the largest amount of students possible and pursue funding for increased special education and English as a second language resources. Feasible, practical solutions to the current overcrowding in the elementary and high schools continue to be sought.

### **III. Summary of Major Issues**

#### **A. Public Works**

Pawtucket's Department of Public Works (DPW) is comprised of eight divisions including: Parks and Recreation, Highway, City Hall Maintenance, Sewer, Sanitation and Recycling, Traffic, Engineering, Building Maintenance, and Equipment Maintenance and has a staff of approximately 153 employees. The Department's facilities are located at the Public Works Center on Armistice Boulevard. Its responsibilities are many and varied and include the overall operation and maintenance of parks, buildings, roads, bridges, sanitary and storm sewers, and the City's equipment and vehicles. Planning, programming, budgeting and scheduling the work and activities of the department will be enhanced through the continued use and refinement of computerized inventories, regular evaluation and the development of routines. Continued participation in the Capital Improvement Program is necessary to ensure that the funding is in place for reconstruction, repair, and maintenance of existing City infrastructure.

#### **B. Public Buildings**

The average age of Pawtucket's public buildings is more than 70 years old, therefore many of the structures are in need of significant repairs. The City has a base of information that has been used to formulate cost estimates to support bond referendum to pay for building repairs. This database should be expanded to include all City owned buildings and the data should be standardized and computerized to allow for prioritization of needs.

#### **C. Sewage Collection, Treatment and Disposal**

The principle issue relating to sewage disposal is the system's dual function as sewer and stormwater collectors. During wet weather, flows increase dramatically beyond the existing pipe capacities. A series of combined sewer overflow (CSO) structures along the Blackstone and Seekonk Rivers provide relief by allowing direct overflow of the system into the River. A total of 20 combined sewer overflows fall within Pawtucket's city limits. Although the primary responsibility for resolving this problem rests with the Narragansett Bay Commission, the City should be of assistance where possible. The Narragansett Bay Commission does have a plan for the phasing out of the CSO's in Pawtucket but is likely not to come to completion for 10-15 years.

#### **D. Solid Waste Management**

Pawtucket's solid waste collection and disposal operation is influenced by the ability of the State of Rhode Island to solve its immediate and long-term recycling and disposal needs. Considering the limited remaining life at the state's Central Landfill in Johnston, recycling and source reduction options will play a key role in helping the City maintain an affordable trash collection and disposal system. The Division plans to pursue source reduction and recycling options to reduce the City's solid waste stream through various public awareness campaigns, including a twice per year newsletter for recycling and sanitation.

## **E. Stormwater Management**

The EPA finalized the Storm Water Phase II Rule on December 8, 1999. It requires municipal separate storm sewer systems to obtain permits and establish a storm water management program that is intended to improve water bodies by reducing the quantity of pollutants that can enter storm sewer systems during storm events. The Storm Water Phase II Rule extends the coverage of the NPDES storm water program to include small municipal separate storm sewer systems. The Phase II Rule automatically covers on a nationwide basis, all small municipal separate storm sewer systems located in urbanized areas as defined by the Bureau of the Census, which includes Pawtucket. (RIPDES Storm Water Program, 2002). The City is in the process of completing a Stormwater Management Plan to help assess the current stormwater management issues and the actions necessary to bring the system into compliance with state and federal stormwater regulations. Once the plan is complete, it should be officially adopted and implementation should begin immediately.

## **F. Water Supply, Treatment, and Distribution**

The water system is confronted with two issues related to the supply and distribution of potable water. The first is the construction of the new water treatment facility. It is imperative that a consensus is reached on this issue and construction of the new facility move forward. The second is the protection of the water supply reservoirs and their watershed, which lie outside the corporate boundaries of Pawtucket. The PWSB has worked with officials in Cumberland, co-purchasing several properties that will be useful as open space for Cumberland and that also protect water quality within the PWSB watershed.

## **G. Public Safety**

The major problem facing both the Police Department and Fire Department at its current headquarters is space. Both facilities are dated and too small to adequately accommodate all the personnel and equipment needed at those locations. A public safety complex would be ideal so that the Police Department, Fire Department and Emergency Management Agency can share resources where feasible and design and construct a space that would fully meet their layout and space needs.

Both Departments should also continue to improve their multi-lingual capabilities.

In addition, the neighborhood fire stations are in need extensive renovation and modernization to be brought up to code for health and safety requirements. The priority projects include the installation of new smoke detectors and carbon monoxide detectors at all locations, and the replacement and modernization of the plumbing and electrical system at the headquarters, Newport Avenue and Columbus Avenue. The dated fire fighting equipment must also be replaced to maintain safe working conditions for the fire fighters. Currently, the Department is in need of a new aerial ladder truck, a new pump engine, a new fully equipped rescue vehicle, and two staff vehicles.

The Emergency Management Agency should continue with its involvement with the Emergency 911 program. Also, the Emergency Management Agency should continue to

work to implement the action step given in “A Strategy for Reducing Risks from Natural Hazards in Pawtucket, Rhode Island” to continue to strive to make Pawtucket a disaster resistant community.

## **H. Senior Services**

Provision of transportation, meals, day care, support services and other senior services, especially services that enable seniors to remain at home, rather than in nursing or health care facilities is dependant upon Community Development Block Grant funding. Continuance of these programs and assistance to low and moderate-income senior citizens will depend upon continued funding from CDBG or other alternative funding sources.

## **I. Library Services**

The two major issues facing the Pawtucket Public Library are lack of convenient parking and level of support. The lack of convenient parking in the vicinity of the library is a barrier to the people in the community using the facility. The library has seen increasing use and sees further possibilities for expansion but needs continued and increasing funding to continue providing traditional library services as well as literacy and technology related programs that are especially needed by our community.

## **J. Social Services**

The City will continue to work independently and cooperatively with the network of area interest groups and social service providers to define the social service needs of Pawtucket residents, develop appropriate programmatic responses, identify an apply for available resources, and if successful, participate in implementation efforts.

## **K. Public Schools**

Continued repairs to Pawtucket’s school facilities are a priority for the Pawtucket School System. An Asset Management Plan is in place and specifies school facility projects that are needed over the next five years. The schools must continue to provide opportunities for computer use in the classroom. Increased funding for English as a second language and special education resources is also essential. Although overcrowding in the schools is expected to continually decline over the next few years, space needs must still be carefully monitored.

IV. Implementation Plan

ACTION	TIME FRAME	FUNDING	FOCUS AREA	COORDINATION	PARTNERS
<b>PUBLIC WORKS</b>					
Update, expand and maintain the computerized database necessary to track facility and equipment conditions, maintenance schedules and program improvements.	Ongoing	City Budget	Citywide	DPW	All DPW Divisions
Improve the City's image through regular facility maintenance, care of equipment and effective program operation.	Ongoing	City Budget, CIP	Citywide	DPW	All DPW Divisions
Continue to develop and update maintenance plans for municipal facilities.	Ongoing	City Budget	Citywide	DPW	All DPW Divisions
Continue to utilize GIS technology to streamline and coordinate activities between departments and divisions.	Ongoing	City Budget, RIGIS	Citywide	DPR	DPW, Tax Assessor, Department of Building and Code Enforcement
<b>PUBLIC BUILDINGS</b>					
Participate in the five-year capital improvement program.	Ongoing		Public Buildings Citywide	DPW	DPW- Building Maintenance Division, DPR
Continue to interior and exterior improvements to public buildings with priority given to buildings that are not currently universally accessible.	Ongoing	City Budget, CIP	Public Buildings Citywide	DPW- Building Maintenance Division	All City Departments housed in City owned buildings
<b>SEWAGE COLLECTION, TREATMENT AND DISPOSAL</b>					
In accordance with RIDEM requirements, continue in the preparation of a sewer facilities plan update, which will become the basis for prioritizing sewer system capital expenditures, operations, and maintenance.	1-3 years	City Budget, RIDEM	Citywide	DPW- Sewer, Sanitation and Recycling Division	RIDEM, NBC
Review all proposals to connect to the municipal sewer system.	Ongoing		Citywide	City Clerk, City Council	DPW – Sewer, Sanitation and Recycling Division, DPR, NBC
Continue to implement the sewer system maintenance plan, which identifies, evaluates and prioritizes the maintenance, repair and replacement of municipal sewers.	Ongoing	City Budget, CIP	Citywide	DPW – Sewer, Sanitation, and Recycling Division	NBC
Evaluate the sewer system capacity in the Beverage Hill drainage basin to determine the causes of hydraulic overloading and develop a program for eliminating the problem.	1-5 years	City Budget	Beverage Hill Drainage Basin	DPW- Sewer, Sanitation and Recycling Division	NBC, RIDEM
Continue to prepare a five-year capital improvement program for the maintenance, repair, and replacement of city sewers.	Ongoing		Citywide	DPW	DPW – Sewer, Sanitation and Recycling Division, DPR
Reserve potential sites identified by the Narragansett Bay Commission for the location of combined sewer overflow mitigation facilities.	5-15 years	NBC, City Budget, CIP, RIDEM, EPA	CSO locations citywide	NBC	DPW, DPR, RIDEM, EPA
Participate in the identification and evaluation of sludge disposal options for the Narragansett Bay that results in the deactivation of the current disposal site on the Pawtucket – East Providence border.	5-10 years	NBC, City Budget, CIP, RIDEM, EPA	Regionwide	NBC	DPW, DPR, RIDEM, EPA, City of East Providence
Continue the maintenance and repair of inlet stones damaged by large vehicles throughout the city.	Ongoing	City Budget, CIP	Citywide	DPW – Sewer, Sanitation and Recycling Division	DPW – Highway Division

ACTION	TIME FRAME	FUNDING	FOCUS AREA	COORDINATION	PARTNERS
Participate in educational programs focusing on innovate solutions to issues facing municipal agencies in the area of sewage collection, treatment, and disposal.	Ongoing	City Budget	DPW- Sewer, Sanitation and Recycling Division Employees	DPW	NBC, RIDEM, EPA
<b>SOLID WASTE MANAGEMENT</b>					
o operate the municipal transfer station at the former incinerator site.	Ongoing	City Budget, CIP	Transfer Station	DPW – Sewer, Sanitation and Recycling Division	Rhode Island Resource Recovery
Continue the composting program at the municipal transfer station and educate homeowners to compost landscape waste whenever possible.	Ongoing	City Budget	Citywide	DPW – Sewer, Sanitation and Recycling Division	Rhode Island Resource Recovery
Continue municipal curbside collection of residential solid waste and require commercial and industrial solid waster to be handled privately.	Ongoing	City Budget	Citywide	DPW- Sewer, Sanitation and Recycling Division	Pawtucket residents
Work with the Solid Waste Management Corporation and RIDEM to develop a regional and statewide solution for solid waste disposal.	Ongoing		Statewide	Solid Waste Management Corporation	DPW, REDEM
Continue to operate the municipal volunteer recycling program and curbside recycling.	Ongoing	City Budget	Citywide	DPW – Sewer, Sanitation and Recycling Division	Rhode Island Resource Recovery, Pawtucket residents, Pawtucket employees, Pawtucket School Dept.
Educate Pawtucket residence on the volunteer recycling program and curbside recycling, emphasizing types of materials to be recycled and methods of household participation.	Ongoing	City Budget	Citywide	DPW – Sewer, Sanitation and Recycling Division	Rhode Island Resource Recovery, Pawtucket residents, Pawtucket Neighborhood Alliance, Pawtucket School Department
Maintain and improve the City image by policing litter, enforcing anti-litter ordinances, and through regular collection of refuse from sidewalk receptacles. Consider increasing the fine for littering to help encourage use of sidewalk receptacles.	Ongoing	City Budget	Citywide	DPW – Sewer, Sanitation and Recycling Division	Pawtucket Police Department, Pawtucket Neighborhood Alliance, Pawtucket residents, Youth Litter Corps, DPW – Highway Division
<b>STORMWATER MANAGEMENT</b>					
EM’s “Standard Requirement for Subsurface Stormwater Disposal Systems within Residential Developments and Roadways”, “Land Management Project”, “Land Use and Water Quality Issues Series” and the RIDEM-USDA Soil Conservation Service “Rhode Island Soil Erosion and Sediment Control Handbook” for design guidance for all new and improved drainage systems.	Ongoing	City Budget	Citywide	DPW	DPR, Department of Building and Code Enforcement, RIDEM, EPA
Where feasible, separate the sanitary sewer and the storm drainage systems and prohibit new connections of storm drains to the municipal sewer system.	Ongoing	City Budget, CIP	Citywide	DPW	NBC, DPR
As part of the site plan review process, require commercial and industrial on-site stormwater management system maintenance to be preformed by the owner.	Ongoing		Citywide	DPR	DPW, Department of Building and Code Enforcement
Implement minimum flood control standards mandating no increase in the predevelopment peak discharge rates for the two and twenty five year 24 hour storm. Where downstream impacts of the post development 100 year storm are deemed to be significant, no increase above the predevelopment peak discharge should be allowed.	1-3 years		Citywide	DPR	DPW, Department of Building and Code Enforcement



ACTION	TIME FRAME	FUNDING	FOCUS AREA	COORDINATION	PARTNERS
Consider the use of alternative pavement types on parking lots, sidewalks, and other vehicular storage and travelways to reduce stormwater runoff and to preserve architectural and landscape character.	Ongoing		Citywide	DPW	DPR, RIDEM
Retrofit Best Management Practices for stormwater management in the design and construction of roadway improvements and redevelopment projects.	Ongoing		Citywide	DPR	DPW, RIDEM
Develop and maintain a Storm Water Management Program Plan to guide Pawtucket into compliance with the Phase II Rule of NPDES.	1-3 years	RIDEM	Citywide	DPW	DPR, RIDEM, Blackstone River Watershed Council, Fuss & O’Neil
<b>WATER SUPPLY, TREATMENT AND DISTRIBUTION</b>					
Implement through the Executive Office and the PWSB, the Watershed Protection Plan, which establishes a program of land acquisition in the watershed region, requests regional communities to incorporate watershed protection policies and actions in their zoning and subdivision regulations; urges the establishment of inter-municipal agreements for watershed protection and creates a management program to protect water quality.	Ongoing	City Budget, CIP	Watershed area	PWSB	Mayor’s office, DPR, Friends of the Moshassuck, Blackstone River Watershed Council, Town of Cumberland
Construct a new water treatment facility in Pawtucket in compliance with USAPA water treatment standards.	1-5 years	Rhode Island Water Resources Board	Proposed water treatment site	PWSB	Mayor’s office, City Council, DPR, RI Water Resources Board
Continue the PWSB efforts to effect distribution system and treatment facility repair and improvements in accordance with an accepted capital improvement program.	Ongoing	State Revolving Loan Fund, RI Water Resources Board, CIP, Infrastructure Replacement Fund	Water distribution system	PWSB	DPR, Water Resources Board
Review PWSB requests for new connections and system expansion to insure adequate supply and delivery and to prevent negative impacts in existing services areas and areas planned for future extensions.	Ongoing		Water distribution system	PWSB	DPR
Implement through the Department of Building and Code Enforcement the installation of water conservation low flow fixtures in all new and reconstructed building in accordance with the State Building Code.	Ongoing		Citywide	Department of Building and Code Enforcement	PWSB, Developers citywide
Encourage through the Executive Office, the PWSB and the NBC, industrial water use conservation through exploring the use of groundwater resources, developing process water recycling and other technologies that reduce the use of potable water and volume of wastewater.	Ongoing		Industrial land uses citywide	PWSB	Mayor’s office, NBC, Industrial land owners
<b>PUBLIC SAFETY</b>					
Research and evaluate potential sites and funding sources for a new public safety complex in the City.	1-5 years		Citywide	DPR	Fire Department, Police Department, Mayor’s office, City Council, Emergency Management Dept.
Continue to maintain the good operating condition of the Police Department’s vehicular fleet through regular vehicle maintenance and through the vehicular replacement program. Consider the use of energy efficient vehicles in the mix of fleet vehicles.	Ongoing	City Budget, CIP	Police Department vehicular fleet	Police Department	DPW- Equipment Maintenance Division

ACTION	TIME FRAME	FUNDING	FOCUS AREA	COORDINATION	PARTNERS
Continue to engage the community through continued involvement in programs such as the Mayor's Environmental Task Force, DARE, and the Citizen's Police Academy.	Ongoing	City Budget, Grant funding, CDBG	Citywide	Police Department	Mayor's office, Pawtucket School Department, Pawtucket Neighborhood Alliance, DPR
Explore opportunities to update and rehabilitate the existing animal shelter at Slater Park.	1-3 years		Slater Park	Police Department	Animal Control officers, DPR
Continue to improve the municipal capabilities of the Police and Fire Departments including the hiring qualified minority personnel.	Ongoing		Police and Fire Departments	Police and Fire Departments	Personnel Department
Continue to enroll Police and Fire Department personnel in educational and training programs as a means to continuously elevate job performance and ensure employee safety.	Ongoing	City Budget	Police and Fire Departments	Police and Fire Departments	RIEMA, FEMA
Continue to replace outdated Fire Department vehicles.	Ongoing	City Budget, CIP, CDBG	Fire Department vehicular fleet	Fire Department	DPR, DPW – Equipment Maintenance Division
Continue with improvements to maintain code compliance at municipal fire stations.	Ongoing	City Budget, CIP, CDBG	Fire Stations citywide	Fire Department	DPR, DPW – Building Maintenance, Department of Building and Code Enforcement
Continue to implement the requirements of the NFPA to ensure the health and safety of fire fighters and the proper performance of their equipment.	Ongoing	City Budget	Citywide	Fire Department	
Continue the Fire Department's participation on regional response teams including hazardous materials response, gross decontamination, mass casualty and search and rescue.	Ongoing	City Budget	Statewide	Fire Department	Fire and Police Departments statewide
Pursue RIDOT funding to upgrade extraction equipment for vehicular accidents including jaws of life and air bags.	1-3 years	RIDOT		Fire Department	DPR
Upgrade marine equipment to ensure safety along the City's waterways.	1-3 years	City Budget, CIP		Fire Department	DPR
Establish a communications center for the Fire Department as a separate building or as a self-contained portion of a building.	1-5 years	City Budget, CIP	Citywide	Fire Department	
Continue to pursue funding opportunities from the FEMA to assist in helping Pawtucket to be a disaster resistant community.	Ongoing	RIEMA, FEMA	Citywide	Emergency Management Department	DPR, Department of Building and Code Enforcement, Police Department, Fire Department, Mayor's office
Implement the recommendations in "Strategy for Reducing Risks from Natural Hazard in Pawtucket, Rhode Island, A Multi- Hazard Mitigation Strategy".	Ongoing	RIMEA, FEMA	Citywide	Emergency Management Department	DPR, Department of Building and Code Enforcement, Police Department, Fire Department, Mayor's office
SENIOR SERVICES					
Senior Center's mission statement, goals, objectives and status of the work plan during the month of February each year with the established evaluation committee, which includes representation from the aging network, community elders and participants of the Center as well as other City agencies.	Ongoing		Senior Citizen population citywide	Senior Services	DPR, RI Department of Elderly Affairs, Pawtucket Senior Citizens Council, Mayor's office
Reassess the strategic marketing plan that targets all programs and services available through the Leon Mathieu Senior Center.	Ongoing		Senior Citizen population citywide	Senior Services	Pawtucket Senior Citizens Council

ACTION	TIME FRAME	FUNDING	FOCUS AREA	COORDINATION	PARTNERS
Continue primary services for transportation, meals, social case management, adult day care, primary care physician, as well as educational, recreational and volunteer opportunities.	Ongoing	CDBG, City Budget	Senior Citizens population citywide	Senior Services	DPR, RIPTA, Memorial Hospital, Blackstone Health, Inc., Meals on Wheels, BVCAP, RSVP
Continue operation of the Leon Mathieu Senior Center, including letters of agreement with the following agencies: Memorial Hospital of Rhode Island, Blackstone Health, Inc., and COASI, providing transportation for the City's two shuttle buses, Meals on Wheels, a congregate meal site, and the BVCAP and RSVP.	Ongoing	City Budget, CDBG	Senior Citizens population citywide	Senior Services	DPR, RIPTA, Memorial Hospital, Blackstone Health, Inc., Meals on Wheels, BVCAP, RSVP
Utilize to the maximum extent senior volunteer services in the operation of the senior center and to provide assistance and care to other older adults in the community.	Ongoing	City Budget	Senior Citizens population citywide	Senior Services	Pawtucket Senior Citizens Council
Provide opportunities for the City's older adults to become involved in the political process by making them aware of the issues effecting this population on the local, state, and federal levels.	Ongoing		Senior Citizens population citywide	Senior Services	Pawtucket Senior Citizens Council, Rhode Island Department of Elderly Affairs
<b>LIBRARY SERVICES</b>					
Create a task force of library neighbors to solve parking problems in the vicinity of the library.	1-3 years	City Budget, CIP	Vicinity of the Public Library	Public Library	DPR, Library Board of Trustees, Area Downtown businesses
Investigate the feasibility of establishing satellite libraries in city neighborhoods, youth centers, or gathering places.	1-3 years		Citywide	Public Library	DPR, Pawtucket Neighborhood Alliance, Library Board of Trustees
Improve access to library resources through improvements on the library website.	Ongoing	City Budget	Library website	Public Library	Data Processing
Improve and develop the collection based upon a recent library survey.	Ongoing	City Budget, Grant Funding, Endowments	Library Collection	Public Library	Library Board of Trustees
Investigate the feasibility of increasing hours of operation at the main library and the bookmobile.	1-3 years	City Budget	Library and Bookmobile	Public Library	
Create a Security Task Force to evaluate and provide recommendations for security issues in the area surrounding the library.	1-3 years		Vicinity of the Public Library	Public Library	Police Department, DPR, Mayor's office, area business owners
<b>SOCIAL SERVICES</b>					
Continue to host and convene gatherings of social service providers centered around specific priority social service needs.	Ongoing	CDBG, City Budget	Statewide	DPR	Social service providers statewide
Consistently seek out available social service funding at all levels to apply to specific issues or geographic areas.	Ongoing	CDBG, City Budget, Federal, State and Private funding sources	Citywide	DPR	Social service providers statewide
Work with area social service providers to enable necessary City technical assistance and support for available funding opportunities.	Ongoing	CDBG, City Budget, Federal, State and Private funding sources	Statewide	DPR	Social service providers statewide
Lobby state and federal legislators to obtain necessary funding for social service initiatives, which address the needs of Pawtucket residents.	Ongoing		Statewide	DPR	Social service providers statewide
Identify and prioritize the social service needs of Pawtucket residents as part of the needs assessment portion of the City of Pawtucket Federal Housing and Community Development Consolidated Plan.	Ongoing		Citywide	DPR	Social service providers statewide

ACTION	TIME FRAME	FUNDING	FOCUS AREA	COORDINATION	PARTNERS
<b>PUBLIC SCHOOLS</b>					
Continue to develop and keep up to date the Schools Department's inventory of required facility improvements for each school in the Pawtucket School System and prioritize actions by school and by type of action for inclusion in the Asset Protection Plan as well as in the City's annual Capital Improvement Program.	Ongoing	City Budget, CIP	Public Schools citywide	School Department	RI Department of Educations, DPR
Continue to implement approved renovations and repairs to the City's schools through the Capital Improvement Program.	Ongoing	CIP	Public Schools citywide	School Department	DPR
Continue to evaluate alternatives for the alleviation of overcrowding and the provision of necessary classroom space at schools in need.	Ongoing	City Budget, CIP	Public Schools citywide	School Department	DPR, School Committee, Mayor's office
Pursue funding options for increased resources in special education and English as a second language.	Ongoing		Public Schools citywide	School Department	RI Department of Education
Continue to make technology education a priority in the classroom.	Ongoing	City Budget	Public Schools citywide	School Department	RI Department of Education

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City of Pawtucket, Rhode Island  
Comprehensive Community Plan

Transportation  
Plan Element 7  
2003

Department of Planning and Redevelopment  
175 Main Street  
Pawtucket, RI 02860





## Transportation Plan Element 7

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## **I. Goals, Policies and Actions**

### **A. Goals for Transportation**

1. Provide the City of Pawtucket with a safe, efficient, accessible and interconnected transportation system of streets, highways, public transportation, railways, bikeways, pedestrian walkways and waterways that meet the requirements of the City's population and its residential, commercial and industrial land uses.
2. Preserve and protect Pawtucket's neighborhoods by recognizing the relationship between transportation and land use and relate the transportation modes with their most appropriate uses and activities.
3. Maintain and expand as necessary the City's interconnection to the regional transportation network.
4. Provide for public participation in the planning and design of the local and regional transportation system and its functional components.

### **Policies**

1. Work with federal, state and local agencies of government and non-profit entities to maintain and implement the State's Transportation Improvement Program (TIP).
2. Review proposed transportation projects at public workshops and public hearings and, where appropriate, establish citizen advisory committees to participate in the planning and design of projects.

### **Actions**

1. Maintain and regularly update through the Department of Public Works and the Department of Planning and Redevelopment the list of potential projects for inclusion in the State of Rhode Island Transportation Improvement Program.
2. Continue to participate in the five-year capital improvement program as a means to update and upgrade the City's transportation system.

### **B. Goals for Roads, Highways and Bridges**

1. Provide the City of Pawtucket with a fully developed, well maintained and smoothly operating system of local, state and interstate roads and highways as well as a safe and well-maintained bridge system.
2. Provide safe pedestrian and bicycle access along the City's streets and at intersections, recognizing the inherent value of these forms of movement to the preservation of neighborhoods.

3. Maintain and improve the image of the City of Pawtucket by enhancing the visual character of the City's streets, roads and highways through carefully designed landscaping and street tree planting.

### **Policies**

1. Utilize the American Association of Highway and Transportation Officials (AASHTO) and the Institute of Transportation Engineers (ITE) most recent design standards for the development of new and rehabilitated roadways, and where appropriate, encourage innovative designs enhancing pedestrian mobility, use of bicycles, improved on-street parking and minimization of curb cuts.
2. Recognize the inclusion of safe pedestrian movement, bicycle transportation and streetscape aesthetics in the planning and design of all new state and city roadway improvements.
3. Recognize the potential negative impacts of new and reconstructed roads on neighborhoods and districts and require designs that preserve Pawtucket's historic features and natural assets.
4. Investigate the potential for additional or reconfigured highway ramps from Interstate 95 to better access downtown and its attractions.

### **Actions**

1. Require private developers to construct roadway access to new development to meet traffic generation and in accordance with standard engineering practices and the requirements of the City of Pawtucket.
2. Require adequate off street parking for all new residential, commercial and industrial development, as well as for redevelopment of existing structures, and intensification of existing uses.
3. Require traffic impact analysis for proposed changes in land use or for new development that will require expanded parking and/or new curb openings to facilitate site access.
4. Provide roadway access to the Moshassuck Valley Industrial area and consider linkage from the Silver Spring Industrial Park in Providence to Higginson Avenue in Central Falls/Lincoln.
5. Maintain and expand as necessary, the database for the citywide pavement management program to facilitate the prioritization and implementation of local street improvements. Consider the inclusion of data concerning sidewalk and drainage conditions.
6. Continue to work with RIDOT to implement improvements to intersections, including signalization and traffic flow channelization, citywide.
7. Evaluate the need to install sidewalks, curbs and drainage improvements in neighborhoods and on streets where these amenities do not exist.

8. Continue to implement the 50/50 sidewalk/curb improvement program.
9. Require a grass cover along the shoulders of new and reconstructed/repared roadways and the planting of street trees and shrubbery.
10. Develop a street tree planting plan and implementation program that will allow for the planting of new trees and the replacement of diseased and dying trees along the city's street.
11. Consider developing nursery stock of trees on city owned property for the installation of new and replacement trees as needed along Pawtucket's streets and roadways.
12. Develop and maintain a five-year capital improvement program for street and bridge improvements.
13. Continue to improve universal accessibility at street intersections and other crosswalks.
14. Survey and evaluate intersections with narrow turning radii for inclusion in the Capital Improvement Program to improve turning movements.
15. Establish "No Right Turn on Red" signs at dangerous intersections.
16. Improve street directional signage to enable visitors to locate major attractions by developing a signage plan and implementation program.
17. Work with RIDOT on the reconstruction of the closed bridges at Conant Street and at Cole Street to ensure pedestrian and vehicle safety and access.

### **C. Goals for Public Transportation**

1. Maintain and where possible, expand the levels of service provided by the Rhode Island Public Transit Authority to resident of Pawtucket, the Blackstone Valley, and the Greater Providence area.
2. Provide the elderly and handicapped population with the continued Para Transit service required for essential medical, shopping and other trips.

### **Policies**

1. Work with the Rhode Island Public Transit Authority (RIPTA) to identify potential route modifications, new or alternative routes, modifications in schedules, or headways and stops to insure continued levels of service for Pawtucket's residents to state and municipal offices and business and industry.
2. Annually review para-transit operations including fleet size, service eligibility requirements, locations of scheduled stops and other means necessary to assure service to those in need.

### **Actions**

1. As needed, meet with RIPTA officials to request necessary route modifications and potential new routes to better serve Pawtucket's residents.
2. Evaluate the population in need of para-transit services and expand the service eligibility requirements if necessary.
3. Continue to provide para-transit services for the eligible population.

### **D. Goal for Municipal Downtown Parking**

1. Provide sufficient parking for all municipal buildings such that citizens can conveniently and safely access city services and offices.

### **Policy**

1. Review proposals for the expansion, relocation or construction of new municipal offices and ensure that adequate parking is provided.

### **Actions**

1. Monitor and evaluate the parking management program for Downtown Pawtucket to ensure adequate parking for municipal offices and other downtown businesses for both employees and visitors.
2. Develop a plan and process to standardize all municipal signage, including gateway signage from the highway and locally.
3. Investigate opportunities for additional appropriately sited parking in the downtown to support existing and new businesses and residences.

### **E. Goals for Rail Facilities**

1. Ensure that Pawtucket is provided with rail service that is commensurate with the community's economic and other needs and is reflective of current technology.
2. Reestablish rail passenger service in the City of Pawtucket.

### **Policies**

1. Review request by owners and operators of rail transportation service seeking to diminish, eliminate or otherwise alter the levels of service within the City of Pawtucket, to ensure continued service where viable.
2. Pursue reestablishing rail passenger service to Pawtucket.
3. Maintain in the public domain abandoned rail right-of-ways to allow for the reuse as a future rail or other facility to serve the City of Pawtucket.

### **Actions**

1. Evaluate the potential for public and/or private revitalization of abandoned rail right-of-ways.
2. Identify potential locations for establishing a rail passenger terminal.

## **F. Goal for Marine and Waterfront Facilities**

1. Promote and encourage appropriate commercial development, re-use of vacant industrial buildings, the creation of public gathering places, and the provision of access to Pawtucket's riverfront.

### **Policies**

1. Provide both physical (pedestrian, bicycle and vehicular) and visual access to Pawtucket's rivers.
2. Increase and improve recreational opportunities on Pawtucket's rivers.
3. Provide connections between resources along rivers in Pawtucket and to other communities and resources in the Blackstone Valley.
4. Encourage projects along the rivers that bring the community together, uplift civic pride and provide cultural experiences.
5. Reveal the natural and cultural resources of the rivers that can enrich educational experiences.
6. Encourage compatible multiple uses along the Blackstone River that will create a distinctive and vibrant waterfront.

### **Actions**

1. Develop a linear greenway along the Pawtucket riverfronts.
2. Complete the walkway connector between Slater Mill and the Pawtucket Veterans Memorial.
3. Restore the historic landscape on the Blackstone River at William E. Tolman High School, restoring public access.
4. Expand the visual access by removing overgrowth along the riverbanks.
5. Encourage the restoration and clean up of public utility owned property along the Pawtucket/Seekonk River.
6. Develop public open space/parks at the former State Pier area, Taft Street Area, Roosevelt Avenue Bridge and other appropriate locations along the riverfront.
7. Improve/create boat landings along the entire riverfront.

8. Encourage the development of marinas where appropriate south of the Division Street Bridge.
9. Support the efforts of the Army Core of Engineers and the Blackstone River Valley National Heritage Corridor to establish fish ladders at dams.
10. Expand water transportation facilities between Pawtucket and other Rhode Island destinations.
11. Encourage the Army Core of Engineers to dredge the channel from Providence Harbor to the Division Street Bridge.
12. Enhance the aesthetics of the historic bridges on the rivers by lighting their architectural details.
13. Promote the development of riverside gardens and public art projects.
14. Encourage aesthetics in new projects along the rivers that retain local historic character and reveal natural assets.
15. Develop outdoor classrooms along the rivers that enrich environmental education and local history programs.
16. Provide interpretive areas and signage along the riverfront where appropriate.
17. Encourage commercial development that will offer public access and views of the river, where appropriate.
18. Re-use vacant industrial buildings on the riverfront for non-industrial uses.
19. Work with private property owners to increase opportunities for public access along the riverfront.
20. Stimulate business activity that encourages public use of the waterfront and river.

#### **G. Goals for Bikeways, Trails, and Pedestrian Walkways**

1. Develop the Blackstone River Bikeway, connecting to the East Bay Bikeway, future bikeways in the Greater Providence area and Western Rhode Island, and local parks around the Blackstone River.
2. Recognize the bicycle as a viable means of transportation for some types of commuting, local neighborhood travel and intra city trips.
3. Provide linkages and means of access to existing and developing trails and walkways, either in conjunction with or separate from bikeways in Pawtucket, the Blackstone Valley and elsewhere in Rhode Island.
4. Recognize pedestrian movement as a necessary and viable means of movement and provide residents with safe, secure, and pleasant pedestrian access to



neighborhood activities such as schools, parks, playgrounds, libraries, commercial activities, employment and places of worship.

**Policies**

1. Encourage the continued development of the Blackstone Valley Regional Park.
2. Continue to evaluate the need for sidewalks on a neighborhood basis.
3. Evaluate the use or reuse of rail rights-of-way as bikeways or pedestrian walkways.
4. Foster the development of dedicated bikeways wherever possible, for the use of bicycles exclusive of automobiles and other motorized vehicles.

**Actions**

1. Continue to cooperate with RIDOT in the development of the Blackstone River Bikeway/walkway along the Blackstone River from Town Landing to Max Read Field.
2. Enforce no parking and other regulations and ordinances to prevent the obstruction of sidewalks and to allow for the safe passage of all pedestrians.
3. Provide bicycle storage facilities at municipal buildings and other facilities and work with community businesses to establish the location and siting of bicycle storage facilities at places of commerce and employment.
4. Continue to cooperate with RIDOT and the City of East Providence in the development of the Ten Mile River Bikeway.
5. Update and maintain existing walking tour brochures. Create new walking tours of Downtown, the Arts and Entertainment District, and Darlington.

## **II. Community Profile and Needs Analysis**

### **A. Introduction**

Transportation planning is significant in three ways. First, transportation is vitally necessary for access to land uses and our daily activities. Without safe, convenient, efficient and comfortable transportation, we cannot effectively fulfill our needs be they our journey to work and back home, a trip to the grocery store or to a recreational area, or a medical or shopping trip.

Secondly, our investments in transportation are large and it is necessary to fit the investments to the needed transportation mode or system. The transportation need must be determined and the required facility must be planned and designed before it is constructed. Competition for funding requires that projects be ranked according to their importance. The most important projects are the first to be addressed.

Thirdly, transportation projects can have significant social, economic and environmental impacts. Sometimes a project will result in the dislocation of families, neighborhoods or businesses. New facilities may change travel patterns or the mode of travel. This can economically affect businesses and impact local neighborhoods. The location and alignment of facilities and their construction can impact water quality and wetlands. Noise and air pollution may be affected and the amount of energy required to propel a particular means of travel may also be impacted.

The Transportation Element of the Pawtucket Comprehensive Plan considers a wide range of travel modes, the most significant of which is the automobile. There are 62,297 cars registered to Pawtucket's 72,958 residents, a ration of .85 cars for each person. By comparison, in 1990, there were 72,000 residents and 51,000 cars, a ratio of .7 cars for each person and in 1960, there were 81,000 people but only 25,000 cars, a ration of less than half of that of 1990.

The significance of this is reflected in the continual effort to make street and highway improvements that will enhance traffic flow and improve traffic safety, and will better enable us to travel around in our cars. The 2003-2004 Transportation Improvement Program (TIP) calls for the Rhode Island Department of Transportation to spend approximately \$540 million on bridge repairs, intersection improvements, traffic signals, universal accessibility, public transit and other roadway improvements. During the next five years, the City will spend approximately \$750,000 per year to repair and maintain city streets, sidewalks and bridges and control traffic.

Other types of transportation play less prominent, but important roles in the daily lives of Pawtucket's citizens.

Senior Transportation is furnished by two City funded para-transit vehicles administered by Blackstone Health/COASI, who are also responsible for providing services for the RIde Program of the Rhode Island Public Transit Authority (RIPTA).

Rail transportation is available to the city on three freight rail lines within the City that are operated by the Providence & Worcester Railroad. Pawtucket residents in need of rail passenger services must travel to Providence or the South Attleboro commuter stop.

Parking is an ongoing concern in the downtown area. The adequacy of parking in neighborhoods throughout the city has also been a consistent issue due to the lack of off street parking for many of the city's older multifamily houses, which tend to be clustered together, further magnifying the issue.

As recently as the 1920's, the Pawtucket Riverfront was used for marine commerce. The Riverfront Development Plan, compiled by the Pawtucket Riverfront Commission in 1997, outlines a strategy for redeveloping Pawtucket's riverfront through a combination of public space, recreation and well designed and placed commercial development.

The bicycle can be an important means of transportation, especially for local trips and for recreational purposes. Its use can be restricted by weather and by lack of adequate facilities. The bikeways that are under design and construction within the City are mostly for recreational, rather than transportation, purposes.

Pedestrian movement is one of the most important ways for getting people to their destinations. Once the car is parked, the traveler must still walk. Sidewalk improvements, universal accessibility, signalization and crosswalks assist in providing safe pedestrian access, while continued development of a riverwalk along the Blackstone and Pawtucket River will not only enhance the aesthetics of the City, but also the recreational opportunities.

## **B. Roads, Highways and Bridges**

### **Land Use**

Approximately 1,000 acres of land area in the City is used for streets and highways. This represents 18% of the total city land area, which is 5,717 acres. It is the second largest land use in the City.

### **Motor Vehicle Registrations**

There are approximately 62,297 motor vehicles registered in Pawtucket. This total represents a significant growth trend which far exceeds the city's population growth as shown in Table 7.1.

Table 7.1 Motor Vehicle Registrations in Pawtucket, 1960-2000

Year	Population	% Change	Registrations	% Change
1960	81,001	-	25,209	-
1970	76,984	- 5.0%	37,372	+ 48.3%
1980	71,204	- 7.5%	42,180	+ 12.9%
1990	72,644	+ 2.0%	51,130	+ 21.2%
2000	72,958	+ 0.5%	62,297	+ 17.9%
Total Change	- 8,043	- 10%	+37,088	+ 59.5%

Census 2000 & RI Registry of Motor Vehicles, 2003.

## Accidents

Police Department data reveals that traffic accidents in Pawtucket have increased, as shown in Table 7.2. The rate of increase for accidents was 10%. In 1989, there were a total of 1,779 accidents in Pawtucket. Between 1989 and 2002, the rate of increase for accidents in Pawtucket was 45.9%.

Table 7.2 Motor Vehicle Accident Data for Pawtucket, 2000-2002

Type of Accident	2000	2001	2002	% Change
Total Accidents	2,953	3,052	3,288	+10.2%
No Injuries	4,144	4,867	5,402	+23.3%
Injury	895	789	870	- 2.8%
Fatality	5	1	2	- 40.0%
Total Occurrences	5,044	5,657	6,274	+ 19.7%

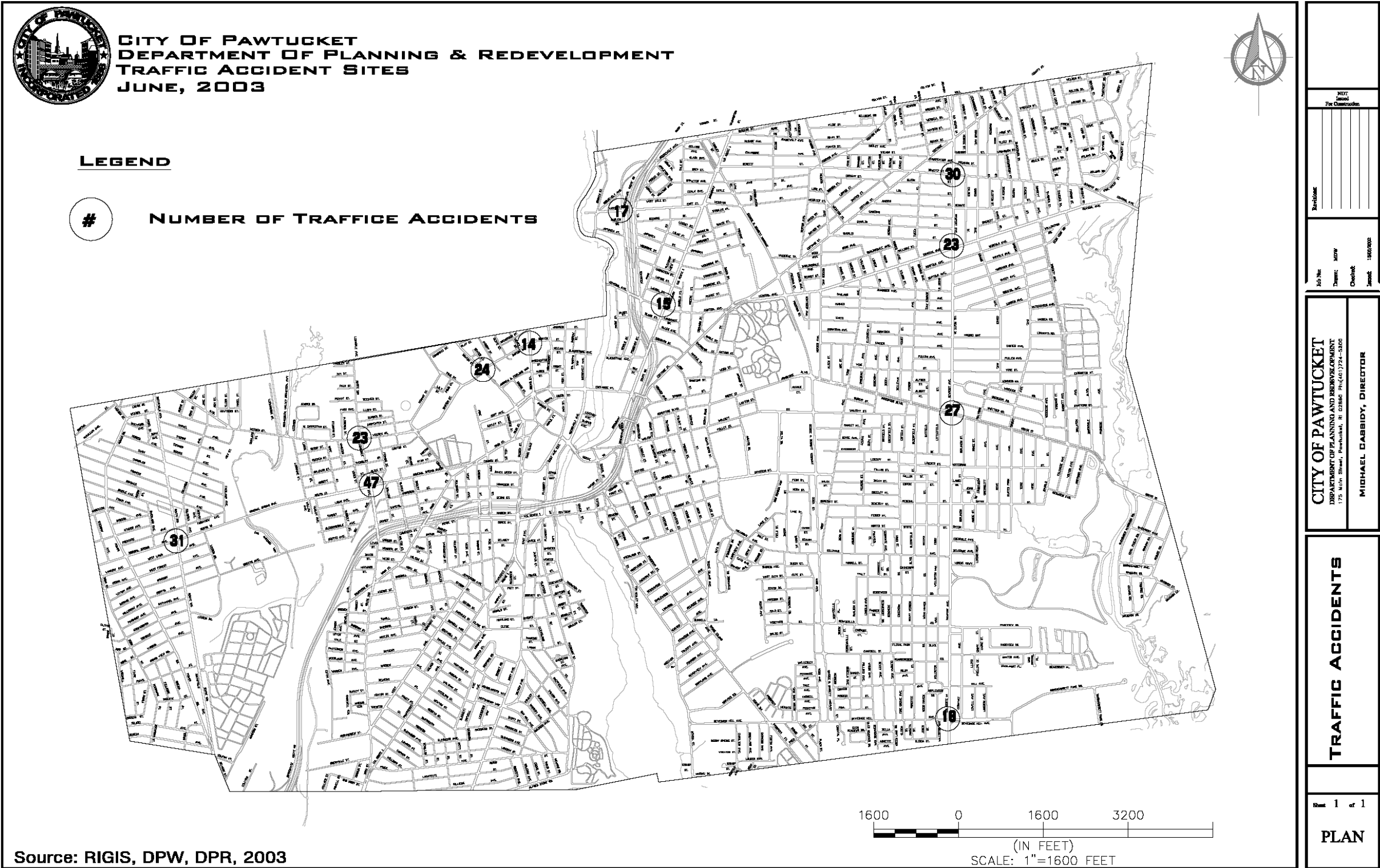
Source: Pawtucket Police Department, 2003

Table 7.3 shows the ten worst intersections in the City of Pawtucket, the controlling agency, and the actions that are being taken to remedy the safety issues.

Table 7.3 Ten Worst Intersections in Pawtucket, 2002

Location	Controlling Agency	Number of Accidents	Comments
Lonsdale Ave. at Mineral Spring	City of Pawtucket	47	Signage, pavement markings and re-phasing under design by RIDOT
Mineral Spring at Smithfield Ave.	RIDOT	31	
Benefit St. at Newport Ave.	RIDOT	30	
Armistice Blvd. At Newport Ave.	RIDOT	27	
Barton St. at Dexter St.	City of Pawtucket	24	Re-phasing, "LED" displays & road marking geometrics under design by City
Central Ave. at Newport Ave.	RIDOT	23	
Lonsdale Ave. at Weeden Street	City of Pawtucket	23	Signage, pavement markings, "LED" displays & road marking geometrics under design by RIDOT
Beverage Hill Ave. at Newport Ave.	RIDOT	18	
East St. at Middle St.	City of Pawtucket	17	Timing changes, signage, pavement markings & "LED" displays under design by City
Broadway at Central Ave.	City of Pawtucket	15	Timing changes, signage, pavement markings & "LED" displays under design by RIDOT
Barton St. at Broad St.	City of Pawtucket	14	Timing changes, signal placements, & "LED" displays under design by City

Source: City of Pawtucket, Traffic Engineering, 2003





### **Functional Classifications of Roads and Highways**

Functional classification is the process of grouping streets and highways according to the character of their intended use. The basis of the system is the relationship between the roads and the functions they serve which generally are grouped into two fundamental services: (1) access to property and (2) travel mobility.

Most roads perform both of these services in varying degrees and it is the combination of these services that determines how each road is classified.

- Local Road – emphasizes access to property
- Collector Road – offers a balance between property access and travel mobility
- Arterial – emphasizes a high level of mobility for through movements

The classification is also based on the type of area served which is based on the US Census definition of urban areas, small urban areas and rural areas. The rules governing the federal aid highway classification system require that the urban area boundary smooth out boundary irregularities, encompass fringe areas of residential, commercial, industrial, national defense, and transportation significance, include major highway interchanges where logical and consider transit service areas.

The system of classification is used by the state in developing long range transportation plans and in determining federal aid funding categories. It is also used to determine jurisdiction for highway maintenance responsibility. Classification and eligibility under this system does not automatically mean that federal funds are available for improvements. The City of Pawtucket is completely encompassed by the Providence-Warwick-Pawtucket urbanized boundary.

### **Scheduled State Improvements**

The Rhode Island Department of Administration, Division of Statewide Planning, in conjunction with the Rhode Island Public Transit Authority, the Rhode Island Department of Transportation, along with cities and towns, prepares the Transportation Improvement Program (TIP). This is a six-year scheduling document, which currently covers the period of 2003-2008. It also contains a "Biennial Element" covering the first two years of scheduled improvements. The inclusion of the project in the Biennial Element makes the project eligible for federal funding. The majority of the funding in the FY2003-2004 Biennial Element of the TIP is allocated to the Highway programs (79%). Bus Transit (11%) and Rail Transit (7%) also receive funding in the TIP. The TIP funding categories and their percentage of the funds are as follows: Administrative Program (5%), Bike/Pedestrian Program (2.3%), Bridge Program (11.4%), Congestion Mitigation and Air Quality (4.4%), Enhancement Program (2.8%), Federal Transit Program (17.5%), Highway Program (13%), Interstate Program (5.8%), Major Projects with Multi-Year Funding (19%), Pavement Management Program (7.7%), Planning Program (2.3%), Study and Development Program (1.2%), and the Traffic Safety Program (7.7%).

Table 7.4 shows the Pawtucket projects that have been scheduled in the 2003-2008 TIP. Only the projects listed in FY 2003-2004 are eligible to receive individual funding authorization.

Table 7.4 Transportation Improvement Program, 2003-2008, Pawtucket Projects

Project	2003	2004	2005-2008
Ten Mile River Greenway			\$2,000,000
Conant Street Bridge #915		\$4,500,000	
Blackstone River Valley Navigation			\$90,000
McCoy Stadium Gateway Streetscape			\$138,000
Pawtucket Intermodal Zone – Phase II			\$291,000
River Landings			\$90,000
Daggett Avenue – ADA Program			Unspecified
Lonsdale Avenue			Evaluation
Columbus Avenue			Evaluation
Moshassuck Valley Industrial Access Road		Study and	Development
Total	- 0 -	\$4,500,000	\$2,609,000

Transportation Improvement Program, 2003-2008

### Bridges

There are a total of 38 state numbered bridge structures in the City of Pawtucket (see Table 7.5). Of this total, 10 bridges are owned and/or maintained by the City; 21 of the 38 are associated with Interstate 95. Two bridges are currently closed and have been for some time now: (1) #915 Conant Street and (2) #937 Cole Street. Bridge #915 Conant Street, has been approved for inclusion in the TIP for \$4,500,000 for reconstruction. There are plans for improvements to the Cole Street Bridge beginning in 2003.



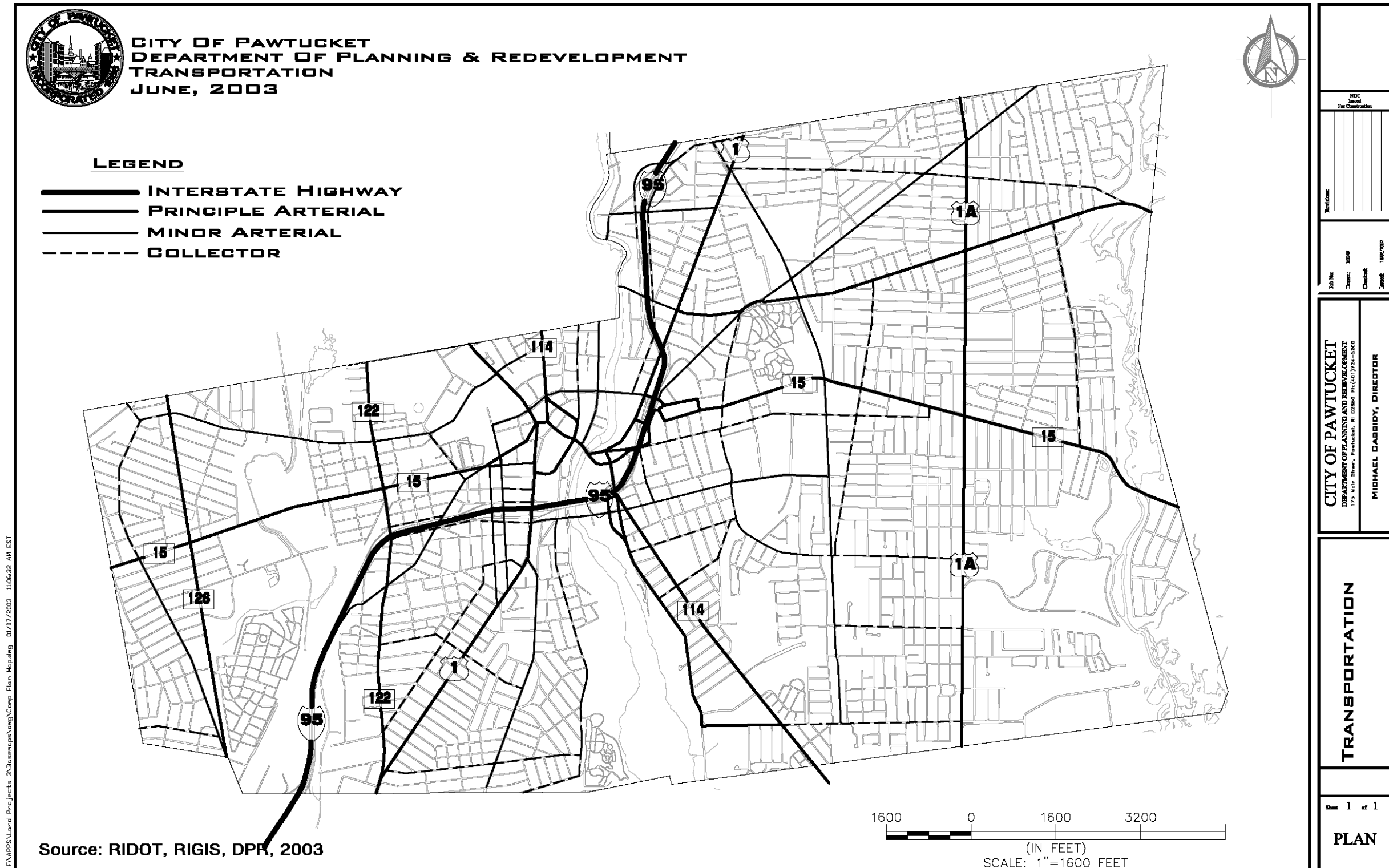




Table 7.5, State Numbered Bridges in Pawtucket

Number	Name	Street	Crossing
969	Armistice Boulevard	Armistice Blvd	Over Ten Mile River
916	Barton Street	Barton Street	Over Amtrak P&W RR
936	Broad Street RR	Broad Street	Over P&W RR
598	Broadway	Interstate Rt. 95	Under Broadway
560	Central Avenue	Interstate Rt. 95	Under Central Avenue
*937	Cole Street RR	Cole Street	Over Amtrak
*915	Conant Street	Conant Street	Over Amtrak P&W RR
955	Dexter Street RR	Dexter Street	Over Amtrak P&W RR
*965	Division Street	Division Street	Over Blackstone River
561	East Avenue	Interstate Rt. 95	Over East Street
551	Elm Street	Interstate Rt. 95 & Ramp	Over Elm Street
557	Exchange Street	Interstate Rt. 95	Under Exchange St
*964	Exchange Street	Exchange Street	Over Blackstone River
559	Fountain Street	Interstate Rt. 95	Under Fountain Street
547	Garden Street	Interstate Rt. 95	Under Garden Street
549	George Street	Interstate Rt. 95	Under George Street
*594	Grotto Avenue Bridge	Grotto Avenue	Old Blackstone Canal
406	Lebanon	Central Avenue	Over Ten Mile River
933	Lonsdale Avenue RR	Lonsdale Avenue	Over Amtrak P&W RR
544	Lonsdale Avenue	Interstate Rt. 95	Under Lonsdale Ave
546	Main Street	Interstate Rt. 95	Under Main Street
*966	Main Street	Main Street	Over Blackstone River
*934	Mineral Spring RR	Mineral Spring Avenue	Over Amtrak P&W RR
*971	Mineral Spring Ave	Mineral Spring Avenue	Over Moshassuck River
543	Moshassuck River Culvert	Interstate Rt. 95	Over Moshassuck River
540	Newport Ave. Ped. Overpass	Route 1A – Newport Ave	Under Ped. Overpass
550	Pawtucket	Interstate Rt. 95	Over Seekonk River
548	Pine Street	Interstate Rt. 95	Under Pine Street
563	Pleasant View RR	Interstate Rt. 95	Over RR & Service Road
562	Roosevelt Avenue	Interstate Rt. 95	Over Roosevelt Avenue
*968	Roosevelt Avenue	Roosevelt Avenue	Over Blackstone River
554	School Street	Interstate Rt. 95	Over School Street
553	School Street Ramp	Interstate Rt. 95 & Ramp	Over Water Street
545	Slater Street	Interstate Rt. 95	Under Slater Street
556	Underwood Street	Interstate Rt. 95	Under Underwood Street
555	Walcott Street	Interstate Rt. 95	Under Walcott Street
552	Water Street	Interstate Rt. 95	Over Water Street
*970	Weeden Street	Weeden Street	Over Moshassuck River

\*Bridge owned and/or maintained by the City of Pawtucket

Source: RIDOT, Bridge Engineering Department, 2003

### **Local Streets**

There are approximately 186 miles of local streets and road which are the responsibility of the City of Pawtucket. The Department of Public Works maintains these streets by repairing the pavement, striping where necessary, maintaining the integrity of the road shoulder and clearing vegetation along the roadside, plowing and sanding/salting in the winter and maintaining the drainage systems. If the road is on the functional classification, as indicated in Attachment A, the City's responsibility for repair and/or reconstructions of the roadway may be assisted through funding from the state aid system. The City has budgeted \$500,000 for each of the next five fiscal years through the Capital Improvement Program for street and sidewalk improvements.

The Department of Public Works has a pavement management system that provides a rating of the City's streets based on the Pavement Condition Index. The evaluation results are computerized in conjunction with construction/inspection history and are used to formulate the schedule of repairs.

## **C. Public Transportation**

### **Fixed Route Scheduled Bus Service**

The City of Pawtucket is serviced by the Rhode Island Public Transit Authority (RIPTA) through a total of 11 routes. A new RIPTA bus facility has been constructed in Pawtucket at Roosevelt and Main Street, sharing space with the Visitor Center in downtown Pawtucket. Most of the Pawtucket service goes through downtown Pawtucket. Currently, there is no looped bus service within Pawtucket.

Though ridership has continued to decrease as a result of service reductions fueled by both budgetary constraints and the elimination of underutilized routes, RIPTA is upgrading its aging fleet and introducing improved facilities such as the Intermodal Transportation Center in Kennedy Plaza. (RIPTA website, 2003).

The average weekday systemwide ridership for all RIPTA routes serving Pawtucket is over 4,400 passengers. The total annual systemwide ridership in 2002 was estimated at 19,869,211. (RIPTA, 2003)

RIPTA has no current plans for additional routing for the Pawtucket System. RIPTA focuses rather on changing the current system by reassessing systemwide service, consolidating low service routes where feasible, and replacing large capacity buses with smaller busses.

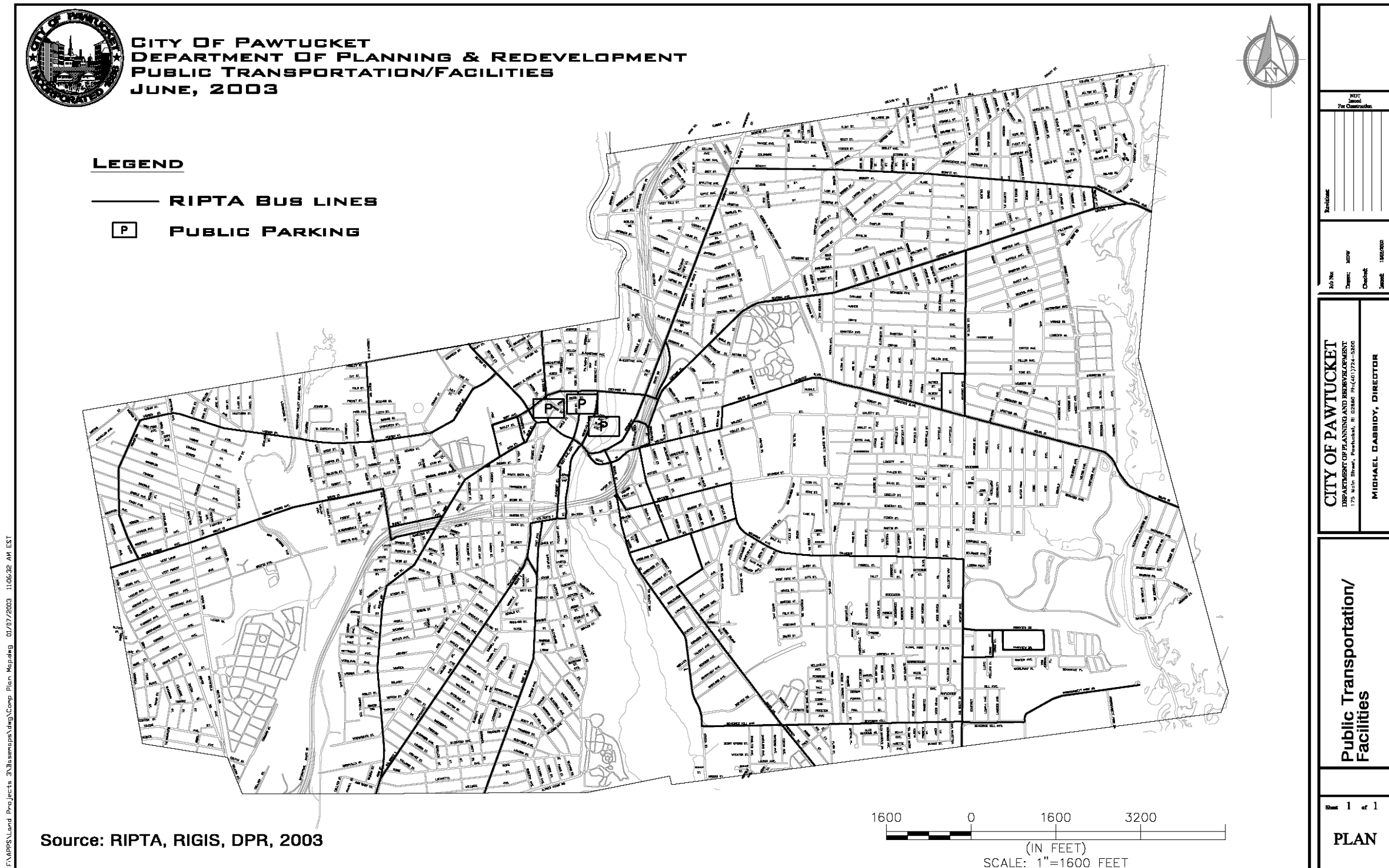




Table 7.6, RIPTA Bus Routes Serving Pawtucket

Route	Average Weekday Ridership	Average Saturday Ridership	Ave. Sun/Holiday Ridership	Total
42	420	102	57	579
71	644	358	104	1106
72	215	120	No Service	335
73	240	103	No Service	343
75	221	110	50	381
76	226	78	39	343
77	307	78	45	430
78	360	337	87	784
79	191	64	No Service	255
80	214	128	No Service	342
99	1434	740	546	2720
Total	4472	2218	928	7618

RIPTA, 2003

### Para-Transit Service

Two Para-Transit operations provide service to City residents. These operations are based in the Senior Center.

There are two City Shuttles. One shuttle provides fixed route service to the elderly public housing complexes and one shuttle provides service by appointment. The shuttles are owned by the City but operated and maintained by Blackstone Health/COASI.

Blackstone Health/COASI operates the Ride program for Pawtucket. The Ride program is coordinated and managed by RIPTA. If you have a disability that prevents you from using RIPTA's regular bus service, you may be eligible for ADA Para-transit Services. Those who are eligible are anyone whose disability prevents the use of a regular wheelchair-lift equipped bus, anyone whose disability or specific impairment prevents travel to or from bus stops, and anyone with a disability who requires the assistance of a lift equipped bus when an accessible bus is not reasonably available. This service can only be used for specific types of trip such as medical appointments and adult day care.

### D. Municipal Downtown Parking Facilities

In 2000, a Downtown Parking Study and a Market Based Strategy for Downtown were completed for Pawtucket. Both documents address the issue of parking. The Market Based Strategy stressed the need for a supply of accessible, well maintained and well designed parking in an amount adequate to support a range of land uses and activities in the area. Both studies found an overall parking deficiency currently at 162 spaces and a future projected deficiency of 232 spaces. The current deficiency is in the Summer Street area. The shortages are related to the Pawtucket Public Library and the YMCA. The Downtown Parking Study recommends the redistribution of surplus parking, an upgrade of the existing parking facility Park Place and Main Street and the possible new construction of parking. An idea that has been discussed is the construction of a deck over the existing surface lot at 175 Main Street. The creation of well designed, appropriately placed parking facilities in the downtown to serve existing and new businesses and residents is currently being investigated.

Table 7.7, Downtown Pawtucket Parking Supply

Type	Number of Spaces	Utilization
On-Street	193 (10.6%)	86%
Off-Street (Public)	359 (19.8%)	65.2%
Off-Street (Private)	1263 (69.6%)	69.9%
Total	1815	70.7%

Downtown Parking Study, 2000

All public parking in the City is free of charge with the exception of the 41 spaces on Summer Street. This lot has a rate of \$1.00 per hour up to \$3.00 daily maximum and also offers a \$30.00 monthly rate.

Table 7.8, Public Parking Facilities

Lot/Location	Number of Spaces	Time Limit	Daily Usage
Summer Street	41	Unrestricted	78%
City Hall Parking Lot	172	2 hour	58.7%
Municipal Garage	146	2 hour	69.2%
Total	359		65.2%

Downtown Parking Study, 2000

## E. Rail Facilities

Currently, no rail passenger service exists in Pawtucket. Commuter (MBTA) and Amtrak passenger rail service is available only from Providence or North Attleboro. The mainline corridor passes through Pawtucket but there are no stations or terminals.

Rail and freight service is available through and within Pawtucket provided by the Providence and Worcester Railroad (P&W) along several secondary rail corridors.

### East Providence Secondary Line

This line was purchased from the New Haven railroad by the City of Pawtucket in 1961 for construction of the Pawtucket Industrial Highway. The land is currently owned by the City and the track and structures are owned by the P&W railroad. The line extends approximately 7 miles southeasterly from Valley Falls to East Providence, with about 2.4 miles of track within the City of Pawtucket. A total of 24 at-grade crossings currently exist along the total corridor. The Federal Railroad Administration (FRA) set speeds and safety ratings for railroads. The FRA rating for this track is Class 1, which is the minimum, meaning that the trains do not operate over 10 miles per hour.

### East Junction Secondary Track

This track runs from the Massachusetts/Rhode Island border to East Providence with a link to the MBTA Shoreline corridor. Track length is approximately 3.85 miles in Rhode Island, and approximately 0.5 miles within Pawtucket. This line is owned by P&W and provides service to many industrial users. The FRA rating for this track is Class 1.

### Moshassuck Industrial Track

The track is owned by the P&W and the FRA rating is Class 1. The track extends approximately 2 miles along the Moshassuck River Valley providing service to a heavily industrialized area at the Pawtucket/Lincoln line and it also links to the P&W's yard on the Shoreline route.



## F. Marine Facilities

The Pawtucket River provides direct access to Narragansett Bay via the Providence River. The Pawtucket/Seekonk River Channel extends approximately 2.9 nautical miles north from Cold Spring Point at the Providence River to the Taft Street Landing and provides an approximately 150' wide navigable channel varying in depth from 16' MLW to 6.7' MLW. The entire Seekonk River Channel is tidal up to a point just below the Main Street Bridge. Although several bridge structures cross the channel within this reach of the river, the horizontal and vertical clearances appear to be capable of accommodating larger vessels.

Table 7.9 Bridge Clearances along the Seekonk River Channel

Bridge	Horizontal Clearance	Vertical Clearance	Authorized Clearance
Division Street	50 feet	30 feet	42 feet
Cold Spring Point	100 feet	42 feet	-
Washington Bridge (I-195)	100 feet	40 feet	-
India Point Swing Bridge	84 feet	Unlimited	-

Siegmund & Associates, 1991

There are two areas where direct public access to the water is available for boaters. Town Landing on Taft Street has a 100-foot dock, a small boat launch ramp, parking facilities and a handicapped accessible fishing area. The next phase of this project is to include facilities such as restroom and a waterfront park. There is also a public boat launch at the Former State Pier facility on the east bank of the Pawtucket River. Residents also utilize the pier for fishing. For the past three years, the site has also been host to the Pawtucket Chinese American Festival, which has drawn thousands from all over New England to participate in the Dragon Boat Races and to enjoy the food and entertainment.

## G. Bikeways, Trails and Pedestrian Walkways

There are two bikeways proposed in Pawtucket. The Blackstone River Bikeway which is about an 18 mile bikeway extending from Cumberland to Pawtucket and the Ten Mile River Bikeway which connects Pawtucket to East Providence.

### Blackstone River Bikeway

This bikeway is divided into 8 project segments. Segment 3 is the section that runs along the Blackstone River through Pawtucket. Together, the eight project segments together cover approximately 18 miles of both shared-use bike path and on-road signed bike routes. Segments 1,2, 3, & 8 are currently under various stages of design and will go to construction 2004 -2006. Segment 4A construction is scheduled for Spring 2003. This 1.4 mile segment will extend from Valley Falls Park to Lonsdale Ave. and travel through the Lonsdale Marsh on a boardwalk. Segment 4B construction is scheduled for Spring 2003. This 0.7 mile segment will extend from Lonsdale Ave. over the Pratt Dam to Segment 5. Segment 5, 3.3 miles in Lincoln, from Rt. 123 to Rt. 116, is complete and open for use. The Ashton Bikeway Bridge is a new bikeway bridge connecting Segments 5 & 6 is open for use. Segment 6, which is complete, is 3 miles from Rt. 116 in Lincoln to Manville Road in Cumberland. Segment 7, approximately 3.5 miles, will

extend from Manville Rd. to the Woonsocket Treatment Plant. Construction is anticipated to begin in Fall 2003. (RIDOT, Bike RI Construction Update, 2003).

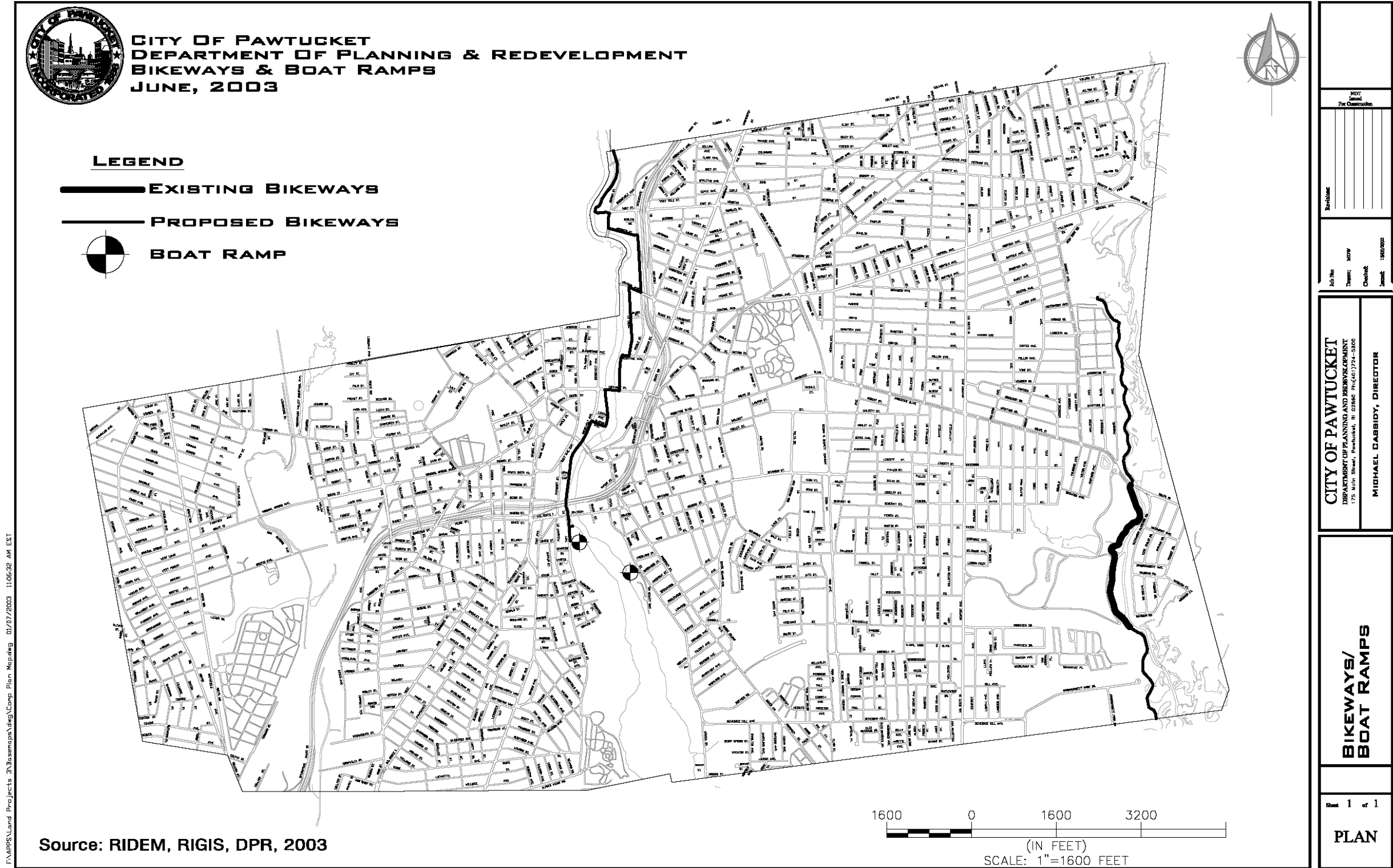
### **Ten Mile River Bikeway**

In 1993, the City of Pawtucket and the City of East Providence jointly applied for funding for this bikeway as a Transportation Enhancement Project. A 3/4 mile segment in Slater Park, Pawtucket, is complete. Another segment, a just under 2 mile segment from Slater Park south to the Kimberly Ann Rock Athletic Fields in East Providence, is currently under construction.

### **Pedestrian Walkways**

The City of Pawtucket is an urban environment, therefore, sidewalks exist in many areas of the City to ensure pedestrian safety. According to the RIDOT Pedestrian Safety Plan, between 1993-1998, there have been a total of 198 pedestrian accidents, 9 of which resulted in a fatality. This accounts for 9.7% of the total pedestrian accidents in Rhode Island and 9.6% of pedestrian fatalities. Pawtucket has two intersections that have had multiple pedestrian crashes, Dexter Street and Barton Street (3) and Main Street and Roosevelt Avenue (4). The City, in cooperation with RIDOT and RIPTA, have planned intersection improvements including a pedestrian crossing signal, better signage and an improved crosswalk, which should increase pedestrian safety in the Main Street and Roosevelt Avenue area.

RIDOT has been updating sidewalks on all state roads throughout Rhode Island for handicapped accessibility. It is estimated that \$3,272,200 will be needed to update state roads in Pawtucket for handicapped accessibility. Pawtucket is considered the state's third priority city behind Providence and Cranston.



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### **III. Summary of Major Issues**

The operation, maintenance, improvement and provision of streets, bridges, public transportation, and transportation alternatives have significant costs that are shared by the City of Pawtucket and the State of Rhode Island. To keep costs down, it is critical to properly plan, program, budget and schedule transportation improvements through the annual budget and the five-year Capital Improvement Program. The Capital Improvement Program should continue to cover all transportation facilities, modes of transportation, and levels of responsibility from local street maintenance to projects to be included in the state Transportation Improvement Program.

The most effective ways to improve circulation are often the least expensive. Transportation demand management, especially land use management, and transportation systems management, such as improved signalization and lane channelization. These types of actions are low and non-capital and are essential to maintaining good transportation access in the community.

Timely, routine maintenance can extend the useful life of capital facilities. Public transportation service improvements and improved marketing, parking demand management, and the development of alternative modes of transportation, such as better walkways and bikeways, especially during the design of new roadways and roadway improvements, are essential components of the overall strategy of keeping the City's transportation system functioning smoothly and efficiently.



IV. IMPLEMENTATION PLAN

ACTION	TIME FRAME	FUNDING	FOCUS AREA	COORDINATION	PARTNERS
<b>TRANSPORTATION</b>					
Maintain and regularly update the list of potential projects for inclusion in the State of Rhode Island Transportation Improvement Program (TIP).	Ongoing	TIP	Transportation system citywide	Department of Planning and Redevelopment (DPR)	Department of Public Works (DPW)
Continue to participate in the five-year capital improvement program as a means to update and upgrade the City's transportation system.	Ongoing	City Budget	Citywide	DPR	DPW
<b>ROADS, HIGHWAYS AND BRIDGES</b>					
Require private developers to construct roadway access to new development to meet traffic generation and in accordance with standard engineering practices and the requirements of the City of Pawtucket.	Ongoing	Private Developers	New development citywide	DPR	Department of Building and Code Enforcement, Engineering Department, DPW
Require adequate off-street parking for all new residential, commercial and industrial development, as well as for redevelopment of existing structures, and intensification of existing uses.	Ongoing	Private Developers	Redevelopment and new development citywide	DPR	Department of Building and Code Enforcement
Require traffic impact analysis for proposed changes in land use or for new development that will require expanded parking and/or new curb openings to facilitate site access.	Ongoing	Private Developers	Redevelopment and new development citywide	DPR	Traffic Engineering Department
Provide roadway access to the Moshassuck Valley Industrial area and consider linkage from the Silver Spring Industrial Park in Providence to Higginson Avenue in Central Falls/Lincoln.	1-5 years	City Budget, RIDOT, TIP	Moshassuck Valley Industrial area	DPR	DPW, City of Providence, City of Central Falls, Town of Lincoln
Maintain and expand as necessary, the database for the citywide pavement program to facilitate the prioritization and implementation of local street improvements. Consider the inclusion of data concerning sidewalk and drainage conditions.	Ongoing	City Budget	Citywide	DPW	Engineering Department
Continue to work with RIDOT to implement improvements to intersections, including signalization and traffic flow channelization, citywide.	Ongoing	City Budget, RIDOT, TIP	Citywide	Traffic Engineering	RIDOT
Evaluate the need to install sidewalks, curbs and drainage improvements in neighborhoods streets where these amenities do not exist.	Ongoing	City Budget, CDBG, RIDOT, TIP	Citywide	DPW	Engineering Department, DPR
Continue to implement the 50/50 sidewalk/curb improvement program.	Ongoing	City Budget, CDBG	Citywide	Engineering Department	DPW, DPR
Require a grass cover along the shoulder of new and reconstructed/repared roadways and the planting of street trees and shrubbery.	Ongoing	City Budget, Private Developers	Citywide	DPR	Department of Building and Code Enforcement, DPW
Develop a street tree planting plan and implementation program that will allow for the planting of new trees and the replacement of diseased and dying trees along the city's streets.	Ongoing	City Budget	Citywide	DPW	Engineering Department, DPR
Consider developing a nursery stock of trees on city owned property for the installation of new and replacement trees as needed along Pawtucket streets.	1-5 years	City Budget		Department of Parks and Recreation	DPW, DPR
Develop and maintain a five-year capital improvement program for street and bridge improvements.	Ongoing	City Budget, RIDOT, TIP	Citywide	DPW	RIDOT

ACTION	TIME FRAME	FUNDING	FOCUS AREA	COORDINATION	PARTNERS
Continue to improve universal accessibility at street intersections and other crosswalks.	Ongoing	City Budget, CDBG, RIDOT, TIP	Citywide	DPW	DPR, RIDOT
Survey and evaluate intersections with narrow turning radii for inclusion in the Capital Improvement Program to improve turning movements.	Ongoing	City Budget, RIDOT, TIP	Intersections citywide	Traffic Engineering Department	DPW, Fire Department, Police Department
Establish “No Right Turn on Red” signs at dangerous intersections.	Ongoing	City Budget	Intersections citywide	Traffic Engineering Department	DPW, Police Department, RIDOT
Improve street directional signage to enable visitors to locate major attractions by developing a signage plan and implementation program.	1-5 years	City Budget, BRVNHC	Citywide	DPR	BRVNHC, BVTC, DPW, Attractions citywide
Work with RIDOT on the reconstruction of the closed bridges at Conant Street and at Cole Street to ensure pedestrian and vehicle safety and access.	1-5 years	RIDOT, City Budget, CIP	Cole Street and Conant Street Bridges	RIDOT, DPW	DPR, Police Department
<b>PUBLIC TRANSPORTATION</b>					
As needed, meet with RIPTA officials to request necessary route modifications and potential new routes to better serve Pawtucket’s residents.	Ongoing		RIPTA routes citywide	DPR	RIPTA
Evaluate the population in need of para-transit services and expand the service eligibility requirements if necessary.	Ongoing		Citywide	Senior Services	DPR, RIPTA
Continue to provide para-transit services for the eligible population.	Ongoing	RIDOT	Citywide	Senior Services	DPR, RIPTA
<b>MUNICIPAL DOWNTOWN PARKING</b>					
Monitor and evaluate the parking management program for Downtown Pawtucket to ensure adequate parking for municipal offices and other downtown businesses for both employees and visitors.	Ongoing		Downtown	DPR	BVTC, Public Library, Downtown Businesses
Develop a plan and process to standardize all municipal signage, including gateway signage from the highway and locally.	1-5 years	City Budget	Citywide	Traffic Engineering Department	DPW, Police Department
Investigate opportunities for additional, appropriately sited parking in the downtown to support existing and new businesses and residences.	Ongoing	City Budget, TIP	Downtown	DPR	DPW, Downtown Residents and Businesses. Public Library
<b>RAIL FACILITIES</b>					
Evaluate the potential for public and/or private revitalization of abandoned rail right-of-ways.	Ongoing		Citywide	DPR	DPW, Department of Parks and Recreation, RIDOT, RIDEM
Identify potential locations for establishing a rail passenger terminal.	Ongoing		Rail corridor citywide	DPR	DPW, Amtrak, RIDOT
<b>MARINE AND WATERFRONT FACILITIES</b>					
Develop a linear greenway along the Pawtucket riverfront.	1-5 years	City Budget, RIDEM, RIDOT	Riverfront	DPR	DPW, Department of Parks and Recreation, RIDEM, RIDOT, Riverfront Commission
Complete the walkway connector between Slater Mill and the Pawtucket Veterans Memorial.	1-3 years	City Budget, RIDOT	Along Blackstone River between Slater Mill and the Veterans Memorial	DPR	DPW, RIDOT, Old Slater Mill Association
Restore the historic landscape on the Blackstone River at Tolman High School, restoring public access.	1-5 years	City Budget, RIDEM	Along Blackstone, behind Tolman High School	DPR	Pawtucket School Department, DPW, Department of Parks and Recreation, RIDEM, Riverfront Commission
Expand visual access by removing overgrowth along the riverbanks.	1-5 years	City Budget	Riverfront	DPR	DPW, Riverfront Commission
Encourage the restoration and clean up of public utility owned property along the Pawtucket/Seekonk River.	1-5 years	Utility Company, RIDEM, EPA	Utility company property adjacent to Town Landing	DPR	Utility Company, RIDEM, EPA



ACTION	TIME FRAME	FUNDING	FOCUS AREA	COORDINATION	PARTNERS
Develop public open space/parks at the former State Pier area, Taft Street Area, Roosevelt Avenue Bridge and other appropriate locations along the riverfront.	1-5 years	City Budget, RIDEM	Riverfront	DPR	DPW, Department of Parks and Recreation, RIDEM, Riverfront Commission
Improve/create boat landings along the entire riverfront.	Ongoing	City Budget, RIDEM	Riverfront	DPR	DPW, Department of Parks and Recreation, RIDEM
Encourage the development of marinas where appropriate south of the Division Street Bridge.	Ongoing	City Budget, RIDEM, Private Investment	Riverfront south of the Division Street Bridge	DPR	RIDEM, Department of Parks and Recreation, DPW
Support the efforts of the Army Core of Engineers (ACOE) and the BRVNHC to establish fish ladders at dams.	Ongoing	BRVNHC	Dams along the River	BRVNHC	RIDEM, ACOE, DPR
Expand water transportation facilities between Pawtucket and other Rhode Island destinations.	Ongoing	BRVNHC	Pawtucket waterways	BRVNHC	RIDEM, RIDOT, DPR, Riverfront Commission
Encourage the ACOE to dredge the channel from Providence Harbor to the Division Street Bridge.	Ongoing	RIDEM	Waterway from Providence Harbor to the Main Street Bridge	ACOE	DPR, RIDEM, CRMC, Riverfront Commission
Enhance the aesthetics of the historic bridges on the rivers by lighting their architectural details.	Ongoing	City Budget	Historic bridges citywide	DPR	DPW, Riverfront Commission
Promote the development of riverside gardens and public art projects.	Ongoing	BRVNHC	Riverfront	DPR	Arts Groups Citywide, Pawtucket School Department, DPW, Riverfront Commission, BVTC, BRVNHC
Encourage aesthetics in new projects along the rivers that retain local historic character and reveal natural assets.	Ongoing		Riverfront	DPR	Riverfront Commission
Develop outdoor classrooms along the rivers that enrich environmental education and local history programs.	Ongoing	BRVNHC	Riverfront	Pawtucket School Department	DPR, Preservation Society of Pawtucket, Riverfront Commission, BVTC, BRVNHC
Provide interpretive areas and signage along the riverfront where appropriate.	Ongoing	BRVNHC, City Budget	Riverfront	DPR	BRVNHC, BVTC, DPW, Riverfront Commission
Encourage commercial development that will offer public access and views of the river, where appropriate.	Ongoing		Riverfront	DPR	PRA, Riverfront Commission
Re-use vacant industrial buildings on the riverfront for non-industrial uses.	Ongoing		Riverfront	DPR	PRA, Riverfront Commission
Work with private property owners to increase opportunities for public access along the river.	Ongoing		Riverfront	DPR	Private Property owners, Riverfront Commission
Stimulate business activity that encourages public use of the waterfront and river.	Ongoing		Riverfront	DPR	PRA, Riverfront Commission
<b>BIKEWAYS, TRAILS, AND PEDESTRIAN WALKWAYS</b>					
Develop the Blackstone Valley Regional Bikeway/walkway along the Blackstone River from Town Landing to Max Read Field.	1-5 years	City Budget, RIDEM, RIDOT	Blackstone River between Town Landing and Max Read Field	DPR	Department of Parks and Recreation, Riverfront Commission, RIDOT, RIDEM
Enforce no parking and other regulations and ordinances to prevent the obstruction of sidewalks and to allow for the safe passage of all pedestrians.	Ongoing		Citywide	Police Department	DPW
Provide bicycle storage facilities at municipal buildings and other facilities and work with community businesses to establish the location and siting of bicycle storage facilities at places of commerce and employment.	Ongoing	City Budget, Private Businesses	Citywide	DPR	DPW, RIDOT, City Businesses
Continue to develop the river walk along the Blackstone and Pawtucket rivers.	1-5 years	City Budget, RIDEM, RIDOT	Riverfront along the Blackstone and Pawtucket Rivers	DPR	DPW, Department of Parks and Recreation, RIDEM, RIDOT, Riverfront Commission
Update and maintain existing walking tour brochures. Create new walking tours of Downtown, the Arts and Entertainment District and Darlington.	1-5 years	City Budget, PSP, Preserve Rhode Island, CLG grants	Specific districts and neighborhoods citywide	DPR	Preservation Society of Pawtucket, Pawtucket Historic District Commission, Preserve RI, RIHPHC



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City of Pawtucket, Rhode Island  
Comprehensive Community Plan

Blackstone River Valley National Heritage Corridor  
Plan Element 8  
2003

Department of Planning and Redevelopment  
175 Main Street  
Pawtucket, RI 02860



## **Blackstone River Valley National Heritage Corridor Plan Element 8**

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## **I. Introduction**

The City of Pawtucket supports the efforts of the Blackstone River Valley National Heritage Corridor in its efforts to protect and enhance the significant historic, cultural and physical resources of the Blackstone Valley and the City of Pawtucket.

### **A. History**

The Blackstone River Valley National Heritage Corridor (BRVNHC) was established by the United States Congress in 1986 for the purpose of “preserving and interpreting for the education and inspirational benefit of present and future generation the unique and significant contributions to our national heritage of certain historic and cultural lands, waterways and structures” within the area.

When originally designated, the BRVNHC encompassed twenty towns. The Corridor was expanded in 1996 to include four additional towns within the Blackstone River Valley and watershed connecting Worcester, Massachusetts to Providence, Rhode Island. It is a “unified working landscape” tied together by the Blackstone River, Blackstone Canal and Providence & Worcester Railroad, which all serve as a focus and initiator for the historic forces that have shaped the Valley.

The Valley is historically significant for many reasons. It is the birthplace of the American Industrial Revolution, influencing the rest of the country through industrial use of water power and the development of the Rhode Island System of Manufacturing. In addition, it is an area filled with great ethnic and religious diversity. The Valley’s remarkable history is revealed by the concentration of historic, cultural and natural resources that have survived the past two centuries. Today, it remains unique as efforts are undertaken to preserve and protect these special resources “right where people live and work”. The context of a “working valley of mill villages, farms, cities and towns, transportation systems, rivers and canals...makes the individual elements of the Blackstone River Valley significant.”

The Blackstone River Valley is this country’s second designated “National Heritage Corridor” to encompass two states. To be successful, coordination and consistency must be promoted among the Federal government, the States of Rhode Island and Massachusetts, the Corridor Commission, other interested private parties, and the 24 municipalities of Worcester, Leicester, Millbury, Grafton, Sutton, Northbridge, Upton, Douglas, Uxbridge, Millville, Blackstone, Mendon and Hopedale, Massachusetts and Woonsocket, North Smithfield, Cumberland, Burrillville, Glocester, Smithfield, Lincoln, Central Falls, Pawtucket, East Providence and Providence, Rhode Island, as shown in Figure 8.1.

A Valley-wide commission, the Blackstone River Valley National Heritage Corridor Commission, was established by Congress and consists of local and state members nominated by the governors of Rhode Island and Massachusetts, and appointed by the U.S. Secretary of the Interior. The early mission of the Commission was to “assist in the development and implementation of an integrated resource management plan” for the National Heritage Corridor. This resulted in the creation of the “Cultural Heritage and Land Management Plan” for the Corridor officially adopted in 1990 and amended in 1998.

## **B. Strategic Development**

The BRVNHC actively pursues six major priorities: education and interpretation, recreation development, ethnic and cultural conservation, historic preservation, economic development and land-use management. The BRVNHC has been working in six areas over the past few years which are: heritage infrastructure, heritage programming, strategic design and planning assistance, Blackstone Valley Institute, preservation and enhancement programs, and river recovery and recreational development. The bulleted points of each section are planned or ongoing activities conducted by the BRVNHC Commission that involve or may benefit Pawtucket.

### **Heritage Infrastructure**

The Heritage Corridor requires the development of a “critical mass” of visitor sites, programs and services that will draw people to the Valley and engage a diversity of interests in the textile heritage there. A targeted investment in these core sites, programs, and services are necessary as the Corridor Commission physical legacy for the future.

- Complete the Corridor-wide identity program;
- Complete the visitor center at Slater Mill;
- Develop “exhibit center” and/or “attractions” to infuse the heritage story with life at key thematic sites;
- Develop a network of “hospitality centers”, in partnership with local tourism related businesses that would act as an outlet for visitor information;
- Establish connections through the development of offshoot trails and intermodal transportation service from the bikeway and River to key visitor sites.

(Blackstone River Valley National Heritage Corridor Commission, “The Next Ten Years: An amendment to the Cultural and Land Management Plan”, 1998).

### **Heritage Programming**

The celebration and understanding of the Blackstone Valley’s cultural legacy through education, festivals and events, coordinated activities among sites, and through the traditional arts, complements the physical infrastructure being developed.

- Develop a cultural conversation program to perpetuate folk life expressions and educate others about the Valley’s cultural and ethnic heritage;
- Assist the existing sites in telling the Valley’s story by providing interpretive materials, helping train volunteers, and assisting in identifying the role of individual sites in the Valley’s larger story;
- “Teaching teachers” program for the public schools emphasizing curriculum development in local regional heritage;
- Develop working relationships with organizations which support cultural events and traditional arts;
- Forge a new level of working relationships among partnership sites focused on creating a cohesive visitor experience;

(Blackstone River Valley National Heritage Corridor Commission, “The Next Ten Years: An amendment to the Cultural and Land Management Plan”, 1998).

### **Strategic Design and Planning Assistance**

Assistance is provided as requested by the Commission’s partners, such as local municipalities by offering proactive expertise.

- Create a planning assistance program which provides “seed” funds to assist local communities in guiding new investment that enhances preservation of historic buildings;
- Establish an annual public awards program recognizing progression practices in land use and historic preservation;
- Retain an economic analyst who can demonstrate the projected fiscal impacts from a five development proposal;
- Provide technical assistance for the protection of critical historic and natural resources;
- Work with communities to create supportive zoning that directs investment toward established mill complexes.

(Blackstone River Valley National Heritage Corridor Commission, “The Next Ten Years: An amendment to the Cultural and Land Management Plan”, 1998).

### **Blackstone Valley Institute**

A key component of the Commission’s preservation strategy is the development of educational outreach programs that offer ongoing workshops and courses designed to address key issues facing the Valley. The concept of “Institute” evolved from local people’s concerns about growth and community character, economic development, education and environmental conservation. The Commission, through its partnership-driven “Institute” program, offers local leaders, organizations and interested citizens both a forum to discuss topics of interest or concern and a practical means to find solutions to local issues. Courses and applications are issue-driven and broad-based. The Commission facilitates programs that blend both Valley and national perspectives and take advantage of expertise from many exceptional resources the northeast offers.

- An interpretive training program for people that work at heritage sites that would include topics on presentation skills, developing publications, program development, and interpretive planning;
- Historic preservation planning and preservation treatments;
- Cultural conservation programs such as collecting oral histories, supporting traditional artisans, festival planning, etc.
- Needs assessment for strengthening the organizational capacity of heritage-related non-profits.
- Grant writing workshops, presentations by fundraising professionals and foundation representatives;
- Operational and fundraising strategies to sustain visitor centers and related programming;
- Commuter rails development and intermodal transportation service.

(Blackstone River Valley National Heritage Corridor Commission, “The Next Ten Years: An amendment to the Cultural and Land Management Plan”, 1998).

### **Preservation and Enhancement Programs**

The Commission has assumed responsibility not only for interpreting but for identifying and preserving natural and cultural resources in the Valley that enhance the public’s understanding of the American Industrial Revolution. The Commission funds improvements to special places of interpretive value.

- Provide enhancement funds to targeted interpretive areas for renovation and reuse of historic structures and surrounding landscapes that provide context;
- Leverage local banks and community reinvestments to support Commission investments in downtown preservation and revitalization;

- Provide technical assistance through the National Park Service to key historic sites to address appropriate building rehabilitation practices and materials conservation.

(Blackstone River Valley National Heritage Corridor Commission, "The Next Ten Years: An amendment to the Cultural and Land Management Plan", 1998).

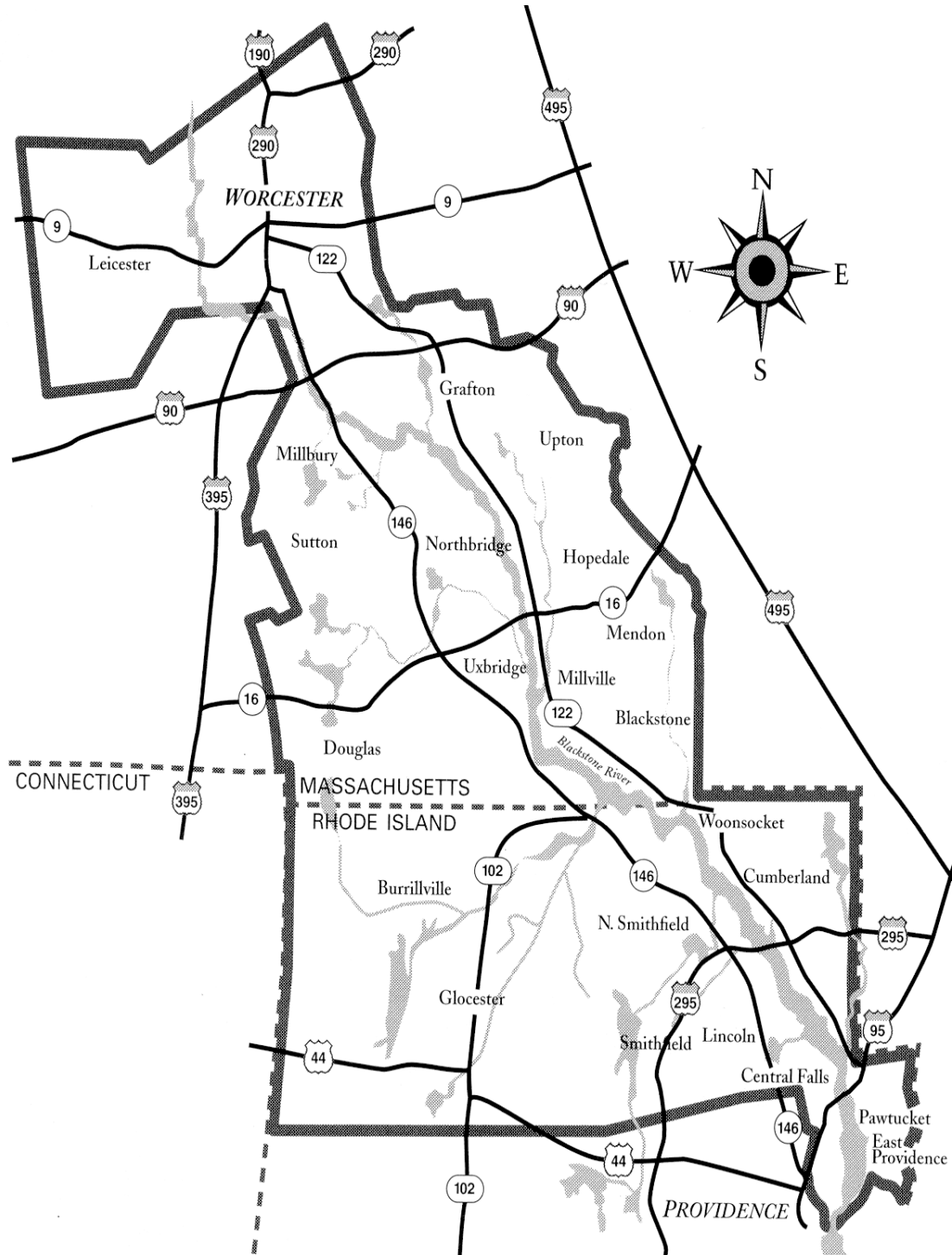
### **River Recovery and Recreational Development**

The impacts of the industrial revolution on the river system were extensive, leading today to both challenges and opportunities. The Commission focuses on education, support for recovery programs at the various governmental and grassroots levels, and opportunities for the River to become a vital part of community and economic development.

- Continue to build a system of River access points where people will have opportunities to fish, canoe and enjoy passive recreation;
- Sign waterways and stencil storm drains to raise public consciousness of the extent and location of the Blackstone's complex tributary system;
- Provide planning and financial assistance to targeted communities that support downtown revitalization through the redevelopment of waterfront properties;
- Work collaboratively with government agencies and organizations on river recovery programs that support improvements to water quality and quantity, habitat restoration, reintroduction of migratory fish and local efforts in environmental education, stream monitoring, and land protections along the River.

(Blackstone River Valley National Heritage Corridor Commission, "The Next Ten Years: An amendment to the Cultural and Land Management Plan", 1998).

John H. Chaffee Blackstone River Valley National Heritage Corridor



Source: BRVNH, 2003



## **II. Summary of Major Issues**

At the heart of the BRVNHC is a commitment to promote regional responsiveness to economic, environmental and cultural issues, which cross community boundaries. The Corridor is dedicated to collaborative projects that build partnerships through voluntary means. With the input from a broad cross-section of the Corridor's population, the Commission identifies four action agenda priorities for the next ten years:

1. Tell the story of the American Industrial Revolution to a national audience and shape a visitor experience that makes this story accessible to large numbers of people.
2. Promote preservation and new life for the Valley's older village centers, mills and other historic resources.
3. Assist local communities in balancing conservation and growth.
4. Reaffirm an active commitment to improving the health of the river system.

(Blackstone River Valley National Heritage Corridor Commission, "The Next Ten Years: An amendment to the Cultural and Land Management Plan", 1998).

The City of Pawtucket fully supports the vision and goals of the Blackstone River Valley National Heritage Corridor. The City will continue to be a cooperative entity on Corridor projects and programming to ensure that the historic, natural and cultural resources of the Valley are preserved and available to future generations.

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